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VIEWS AND REVIEWS

I

CONSTITUTIONAL lawyers generally agree that the President's veto of the budget bill providing for a comptroller general removable by congress alone was sound law. And with the veto goes the last glimmer of hope of an independent audit and surveillance of expenditures by a congressional agent until the constitution is amended to permit such a peculiar official.

The Tenure of Office acts were a sorry experience of legislative meddling in executive affairs, and if the comptroller general had stood, the way would have again been legally opened to a repetition of the same experience. The supreme court has implied, especially in the case of *Parsons vs. United States*, in which it supported the dismissal by the president of an appointed officer before his term prescribed by law had expired, that it will follow the precedent established by the first congress that the power to remove is exclusive with the president as an incident of the general grant of executive power.

Our theory of government never contemplated an officer such as the comptroller general was to be. And yet he is essential if congress is ever to surrender control exercised through appropriations made in minute and inelastic detail, which is the only method at present by which it can supervise

expenditures. The comptroller general was to be congress' inquisitorial agent in the executive departments to furnish it with information concerning expenditures which it is entitled to have, a matter which is accomplished quite simply under the parliamentary system. It is too bad that this office, unique in our experience, is not to be given a trial.

II

PROPORTIONAL representation is under attack in Ashtabula, which may be taken as a sign that it is accomplishing some of the things its advocates claim for it. Really, our system of representation based exclusively on geographical districts has broken down. Geography is only one element in a complete scheme of representation.

During the war the government called to its aid in semi-official capacities numerous trade associations, labor organizations and the like. The war committees of the United States Chamber of Commerce are a notable example. The government thus recognized the existence of groups because each group had something special to contribute. The action was, moreover, a recognition of special interests to be placated as well as a realization of special capacities. And so proportional representation aims at the highest synthesis through dignifying the parts.

III

FIGURES of government expenditures are usually less interesting to most of us than a seed catalog, but properly interpreted they are lucid commentaries on the social value of government.

Dr. Edward B. Rosa of the Bureau of Standards in a recent address before the Washington Academy of Sciences analyzed the federal appropriations for 1920 with striking effect. In non-self-supporting activities we spent \$5,868,005,706.00. To meet expenses attributable to recent and previous wars and for self-defense for the year, we spent \$5,279,621,262, or 92.8 per cent of the total; a fiscal argument for a league of nations. Public works amount to 3 per cent; primary government functions 3.2 per cent; and research, educational and development work 1 per cent.

In other words the United States government spends at the rate of fifty cents per capita per annum to promote scientific research, to increase production and efficiency, to promote education and public health, to develop wealth and to conserve our natural resources.

Of the fifty cents spent for research and development, thirty-one cents go to agriculture; three and one-half cents to public health; six and one-half cents to education; two and one-half to mines and minerals, five to commerce and manufacturing; and one-half cent to labor problems.

It may well be asked if the total burden of taxation would not be lighter if the expenditures for scientific and development purposes were increased.

IV

THE official summary of federal appropriations for the next fiscal year shows that we are still far away from the pre-war basis. The appropriations

for the fiscal year 1921 are four billion dollars in excess of those of 1916, and total, including deficiency bills, \$4,859,-890,327.30. Appropriations incident mainly to past wars, including cost of federal operation of railroads and new loans to railroads, total \$2,838,118,400. Our present national defense is to cost \$855,956,927.57 and the civil functions of government, \$979,319,916.50.

The chairman of the house appropriations committee claims credit for his party for saving the country \$2,710,-000,000 by cutting the estimate of the executive departments, whose heads, by the way, happen to belong to another party. But everyone knows that the estimates by the executive departments were framed with the expectation of being cut, and with no budget system congress at best could only use the ax blindly. Party platforms wisely accept the inevitable and commit the country to continued high taxes.

V

SENATORS are discovering that affairs of state demand more attention than in past years and that political fences back home are as insistent as ever. Mere pressure of time consequently drives them to more expeditious business methods, and the senate has adopted the suggestions of Senator Knox to eliminate about one-half of the seventy-four committees and to limit the principal ones to fifteen members. The theory is that members can concentrate on committee work without the distraction caused by membership on many committees. The change was adopted by unanimous vote and will go into effect at the opening of the next congress. The move is more significant as indicating a state of mind than from the standpoint of practical results. Of course, most of the abandoned committees rarely func-

tioned, but they offered many little perquisites and honors for home consumption. Only those who have experienced the difficulties in the way of similar reforms in the state legislatures can fully appreciate the senate's action.

The war brought the business methods of the government under severe

scrutiny and congress has reacted to the ridicule and criticism heaped upon it from new quarters the past few months. If the result of the senate's action is to exalt committee work we shall have an improved legislative product.

H. W. DODDS.

WHY IS A BUDGET?

Our readers will remember the article in the May issue, "Behind the Scenes with Five State Budgets," and we are glad to be able to publish the following criticism. :: :: :: :: ::

To the Editor,

National Municipal Review:

SIR:—One wonders what your correspondent, B. E. Arthur, expected to find "behind the scenes with five state budgets."

The outstanding complaints against the state procedure reviewed appear to be these:

1. In New Jersey the governor, instead of preparing the budget alone, called in some prominent members of the legislature to advise him, "thereby shifting or diffusing the responsibility."
2. In Maryland, since restrictions were placed on the legislature amending the budget, the governor yielded to the demands of the legislature and submitted supplementary budgets embodying its suggestions.
3. In Ohio the governor did not consult with the leaders in the legislature as was done in New Jersey, and an appropriation committee, consisting of a horse doctor, a farmer, a florist, two lawyers, a bee keeper, a merchant, a druggist, a real estate agent, a broker, an insurance agent, an automobile dealer, an electrician, a dentist, and a dog fancier, with the help of other committees, upset the budget apple cart of the executive.
4. In Massachusetts "the governor did not assume leadership, but left the determination of the budget program largely in the hands of the legislature."

5. In Virginia the functions of government are not co-ordinated and "the workings of such a governmental machine will defeat the purposes of any system of budget control, no matter how well it may have been devised."

Mr. Arthur's conclusion from these premises is clear, forceful, and agreeable, to wit,—budget procedure is not marathoning to the millennium, but is jogging along in company with sound governmental accounting, purchasing, and reorganization.

True as gospel!

But what light do the researches of the author throw upon the question of what should be a sound state budget procedure?

The writer of this letter ventures no opinions, but does venture some questions concerning this point.

In New Jersey, as in Ohio in 1913, the governor, by co-operation with legislative leaders, got his budget program by the legislature without material change. The author criticises this as a dissipation of authority. Recently, in Ohio, due to the absence of such co-operation (probably owing to differences in political faith) the governor's budget went to pot. The author criticises this natural interference of the legislature.

Query: *Shall, or shall not we have co-operation between the governor and the leaders of the state in formulating the state's program of work?*

In Maryland, whose budget procedure was drafted by admitted authorities, and the virtues of which were

heralded country wide, the legislature compelled the governor to nullify a constitutional procedure, and incorporate the legislature's suggestions with his own. In Ohio, a committee consisting of a horse doctor, a farmer, a florist, two lawyers, *et al.*, wrote their own ideas of what the state wanted into the governor's program.

Query: *Shall or shall not we assume that the elected representatives of the people have a right to tell the governor when they think his program has left out or included things the people want or do not want? If the answer is affirmative, then who are better qualified to say what the public wants than "a veterinarian, a farmer, a florist, two lawyers, an apiarist, et al.?" Would a committee of fifteen budget experts be better?*

In Massachusetts the governor side-stepped his obligation to present a financial and work program, and in Virginia the governor well endeavored but was handicapped by unco-ordinated departments of government.

Query: *Shall or shall not we go*

ahead promoting improved budget methods because one or more governors do not make the most of opportunities so provided, or because one or more states have not taken all of the steps to make that improved budget procedure most effective?

And a final question—shall or shall not we profit by the weaknesses that Mr. Arthur has indicated in the operations of five state budget laws, and endeavor to prepare a state budget procedure that will be as nearly 100 per cent effective as is possible, considering the personalities, beliefs, and prejudices of governors, law makers, and citizens? If so, shall or shall not such a budget procedure recognize the desirability of co-operation between the governor and legislative leaders in preparing the state's program, and the right of the public's representatives to amend that program?

Very truly yours,

LENT D. UPSON,

Director, Detroit Bureau of Governmental Research.

EMPLOYMENT STANDARDIZATION IN THE FEDERAL SERVICE

BY WILLIAM C. BEYER

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ON March 12, 1920, slightly over a year after its creation by an act of congress, the Congressional Joint Commission on Reclassification of Salaries submitted its report on the standardization of employment conditions in the civil service of the municipal government and of the various executive departments of the federal government in the District of Columbia, except the navy yard and the postal service. About 100,000 civilian employes are affected by the recommendations con-

tained in this report of 884 printed pages.

It is to be noted that the work of standardization in this case was not entrusted to the civil service commission which is most directly concerned with employment matters, but was assigned to a special commission of congress composed of three senators appointed by the president of the senate and three members of the house of representatives appointed by the speaker. The subsequent administra-

tion of the standardization plan, however, will become the duty of the civil service commission.

The findings of the congressional joint commission are not essentially different from those of other agencies that have made similar investigations in other jurisdictions. The "lack of a comprehensive and consistent employment policy, and of a central agency fully empowered to administer it"; the inequalities of pay for similar work; the multiplicity and the misleading character of pay-roll titles, and the failure of public salaries to keep pace with the rapid increase in the cost of living; these are all conditions that exist not only in the federal civil service in the District of Columbia but in practically all other branches of the public service in which standardization has not yet been brought about. Nevertheless it will surprise many persons to learn that since 1893 the average annual salary of government employes in the District of Columbia has been increased only 40 per cent whereas the cost of living since that date has gone up 159 per cent!

In the character of the classification of the service recommended in the congressional commission's report one cannot help observing a marked breaking away from the Chicago type of classification with its broad grouping of positions and the adoption of a classification plan more nearly resembling the New York type with its restricted vocational groupings. The use of a wholly different nomenclature, however, still tends to cancel somewhat the fundamental similarity between the congressional commission's classification and the New York type of classification.

It is gratifying to note an almost complete absence of the general definition of duties and the general statement of appointment qualifications intended to cover a group of related

positions, and to find that in nearly all cases the individual standard position is separately defined and governed by a specific statement of appointment qualifications applying to that standard position alone.

The problem of proper compensation was approached by the commission with a great deal of timidity. Although it was furnished by the United States Bureau of Labor Statistics with standard budgets showing the amounts necessary for a single man, a single woman, and a family of five persons to maintain life in health and decency, yet the commission does not seem to have made any specific application of these budgetary studies. Neither did the commission accept the increase in the cost of living as shown by the price index numbers of the Bureau of Labor Statistics as a uniform guide in making its salary recommendations. Efforts were made to ascertain the market value in private establishments of services corresponding to those rendered by different classes of government employes and the information thus obtained appears to have been used to a greater extent than any other data. For many classes of work, especially in the higher grades, no salary recommendations at all were made. It is estimated by the commission that its suggested salary schedules will call for an increase of only 8.5 per cent in the appropriation for personal service. When one recalls the enormous rise in the cost of living in the last few years, and the inadequacy of previous adjustments in compensation by congress, one cannot help wondering how so mild an increase as that recommended in the commission's report can really meet the fair requirements of our federal employes.

The problem of advancement from lower to higher rates of pay within a range of compensation is handled in

the usual manner, *i.e.*, efficiency records are recommended. Systems for recording and reporting such records are to be worked out under the supervision of the civil service commission.

Among other things, the congressional commission suggests an enlargement of the powers of the civil service commission and the creation of an advisory council to the civil service commission composed of twelve mem-

bers, six to be appointed by the president of the United States and six to be elected by the employes themselves. This council is to have power to make recommendations only, but its representative character ought to give considerable prestige to whatever it recommends.

The report now awaits the action of congress. What that action will be time alone can tell.

GOVERNMENT HOUSING IN CANADA

BY ALFRED BUCKLEY, M.A.

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THE July issue of the NATIONAL MUNICIPAL REVIEW of last year contained an article by Mr. Thomas Adams, Housing and Town Planning Adviser to the Canadian Government entitled "Canada's Drive for Better Housing." Mr. Adams described the Canadian housing policy as tentative and experimental and admitted that it involved almost revolutionary changes in housing methods. It had to meet and overcome the powerful objection that hitherto the provision of houses had been regarded as the prerogative of the building industry and any government action was an interference with private enterprise.

The answer to this objection was obvious and conclusive. It was that private enterprise had practically ceased to operate in the construction of workmen's dwellings and any further reliance upon the supposed potency of the law of demand and supply was perilous and impossible. Accumulated evidence showed that the housing conditions of most towns and cities were a menace to the health and welfare of the people and, in the interest of the race, the housing of the working classes must be accepted as a national respon-

sibility. Private enterprise had abandoned the task because there was no money in it.

The Canadian Government decided to inaugurate a loan of \$25,000,000 for the purpose of national housing. This money was to be distributed among the nine provinces, pro rata to the population. The money was loaned at 5 per cent interest and the provinces were to accept the responsibility of the administration of the loan. The project represented a co-operative effort among federal, provincial and municipal governments. The federal responsibility consisted in supplying the capital, in establishing certain general principles for better housing and in keeping a general oversight of the provincial housing schemes, which had to receive the approval of the Federal Housing Committee. The indications are that the whole of the loan will be taken up during the present year.

MUNICIPAL HOUSING

The significance of the movement is contained in the term "municipal housing." The final executive is the local municipal housing commission

and it may at once be admitted that the legitimacy of municipal housing has been established in Canada through the logic of an urgent human need. The public conscience was shocked and distressed by the bad housing conditions of the workers and orthodox economic doctrines had to be scrapped. There was no supply to meet the imperative human demand involving the welfare of thousands of families and returned soldiers. It was frankly recognized that private enterprise had not only failed to meet the social need but also that the provision it had made in the past with the single incentive of private gain had been deplorably unsatisfactory. As there came a time in all civilized countries when it was recognized that private enterprise in education had become an ignoble failure and the more powerful instrument of government machinery had to be called into operation, so the time had come for the birth of national conviction that the provision of proper dwellings for the people, where families could be reared in decency and comfort could not be left to the operation of a spasmodic law of demand and supply that had nothing more benevolent for its incentive than the making of profit.

HOUSES BUILT

The Canadian housing act has now been in operation for over a year and some results may be indicated. With the aid of the federal grant, about 1,600 houses have been built and in contra-distinction to the British policy—which has practically abandoned the hope of building for economic return—the Canadian houses are expected to pay for their construction. It is also noteworthy that though the amount of the Canadian grant is extremely small in comparison with the British appropriation, the number of houses

actually built at the time of writing is larger in Canada than in Britain. The British minister, replying to a question in the House of Commons stated that the number completed, up to April 1, was 1,306, though he stated that 12,136 other houses were in various stages of construction.

ONTARIO LEADS

For the Canadian achievement the chief credit must be given to the province of Ontario which early adopted a vigorous and progressive policy and raised a special loan, as a province, of \$2,000,000. Ontario has completed 1,184 houses. To this province was allotted the sum of \$8,753,291 of the federal loan and the housing report of the province states that if all the requests received from the municipalities for loans were met another eight million dollars would be required. With the change of government a new housing act has been adopted by the province of Ontario, entitled "The Municipal Housing Act" which is similar in nature to the housing act of 1919 except that the municipalities will no longer take advantage of the federal loan but will issue debentures which will be guaranteed by the province. On account of the steady increase in the cost of building, which is placed at 25 per cent for the year of activity, the maximum amount of loan has been raised from \$4,500 to \$5,100.

In the Ontario housing act soldiers, widows, or widowed mothers of soldiers may be advanced 100 per cent of the value of the house, land and improvements, where the land has been acquired by the housing commission. Civilians must purchase the land or advance 10 per cent of the value of the house, land and improvements from the local housing commission. The municipalities may deposit their de-

bentures with the province without limiting their borrowing powers.

A similar act to the Ontario act of 1919 was passed by the province of Nova Scotia. Several towns have appointed housing commissions and much activity is promised for the present building season.

In the province of New Brunswick, fifty houses have been built.

The original act of Quebec was devoted exclusively to the building of garden suburbs in the neighborhoods around the chief industrial centers but the act has been modified in this respect and will be applied more largely to assisting individual lot owners to build houses for themselves. Some twenty houses have been constructed.

In Manitoba an act was passed that gives preference to returned soldiers over other applicants for loans and various municipalities bordering on the city of Winnipeg are taking advantage of the act. Over seventy houses have been built and about twice that number are in course of construction. It is expected that at least 350 houses will be completed during the present season. Manitoba also expects to make a provincial grant for housing purposes of \$1,000,000.

In British Columbia the government conveys free land to soldiers for housing purposes or to municipalities for the benefit of soldiers. About fifty houses have been built, ninety are under construction and there is a program for the present season of about 300 houses.

THE USES OF TOWN PLANNING

The application of town planning principles to the problem of housing depends upon an educational process that involves an extent of social vision that widens very slowly. Where the affections gather round a home or a

homestead it is perfectly well known that the home means something more than a house; it means also the surroundings of the home; its setting; its environment. Where a house provides no opportunity for outdoor life in the summer time the development of the gracious associations and memories that make the romance and contentment of home is impossible. There are thousands of houses in every town and city where the only outdoor life of the home is a chair in the noisy and unlovely street.

Town planning would give to the humblest resident the chance of outdoor home life and this is a part of the Canadian policy. In the capital city of Ottawa an estate of twenty-two acres has been acquired at Lindenlea by the Ottawa housing commission in the beautiful suburb of Rockcliffe and has been laid out on town planning lines by Mr. Thomas Adams. The estate is well wooded and most of the trees are being preserved. The rectangular method of subdividing suburban property has been abandoned and for economical and aesthetic reasons the contour of the land has been followed instead. The main feature of the street plan is a diagonal road called Rockcliffe Way. This will form the main artery and will be an attractive driveway fringed with open spaces and trees. Residential streets have been planned with a view to economy, quietude and beauty and will not be paved wider than needed by the small traffic incident to such streets. It is estimated by the Portland city planning commission that by the reduction of street paving for minor residential streets to twenty feet between curbs property owners may save \$125 per lot.

Air space at Lindenlea will be supplied by gardens and boulevards and by restrictions in the density of build-

ing. The estate will provide for 168 houses, fifty of which are already built or are in course of construction. The average cost of the land works out at about twelve cents per square foot. Ample provision is made for open spaces and playgrounds. There will be tennis courts and bowling green, a small public park, children's wading pool and community hall. Such questions as the orientation of buildings, the preservation of open views of river and mountains have been studied with as great care as the problems of sanitation and other engineering. The estate was bought at the rate of \$3,000 an acre and the lots are being sold at from \$450 to \$600 each.

There is little doubt that the Lindenlea garden suburb at the capital city of Canada will form one of the most attractive housing developments in

North America and that its educative effect upon the residents and upon the visitors from other cities will be very considerable. It is not yet fully understood that town planning is a people's movement; that it spells social efficiency in the housing of the people and the distribution to the common people of those amenities of civilization that have hitherto been the privileges of the wealthy. It has yet to be understood on this continent that the municipalities that are richest in the possession of land that may be applied for use and not merely for financial profit and especially to the vital use of providing homes for the people that will be something more than sleeping places will have the best chance of attaining the prosperity, extension and reputation that constitute their ambition.

THE CITY MOTHER'S BUREAU OF LOS ANGELES

BY LEO JONES

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I

"To prevent our boys and girls from becoming delinquent, to extend to them a helping and restraining hand before they commit acts which would bring them to the attention of the police and juvenile court officers, and by a policy of co-operation and understanding to improve the home and social environment of these young people to the end that they may become useful, right-loving men and women—these are the keynotes of our work." This statement was made recently by the city mother of Los Angeles, Mrs. Aletha Gilbert, on the occasion of the fifth anniversary of the organization of the city mother's

bureau. This bureau, the first of its kind in the United States, was established late in 1914 at the instance of Mrs. Gilbert, who for twenty-four years had been connected with the police department of Los Angeles. Her work as matron of the juvenile bureau of this department had convinced her that a large amount of juvenile delinquency could be prevented if she could only reach the boys and girls who were in danger of becoming delinquent but had not yet committed offences of a serious nature. It was impossible to accomplish this through the regular channels of the police department because of the inability of this department to take

cognizance of cases not involving the actual violation of the law.

Another conclusion which was forced on Mrs. Gilbert by her experience in the police work was that there is a positive danger in bringing to the police station boys and girls who have committed some minor offence. The prison atmosphere, the morbid crowd always to be found at the station, the reporters of the sensational press eager to give publicity to the shame of some girl or boy—such an environment, far from encouraging the reformation of youthful wrong-doers, tends to harden them, to break down their self-respect, and to pave the way for a career of crime. Their entrance to the police station is the public announcement of their criminal character. After that nothing matters, for henceforth they are branded with the stigma of a police record. It is little wonder that they so frequently live up to the record thus established.

II

Considerations such as these led Mrs. Gilbert to establish a confidential bureau separate from the police department and away from the depressing atmosphere of the police station and city jail. The office of the bureau is located many blocks from the police station in a quiet, inconspicuous building which houses also a public school, a recreation center, the health and playground departments, and a few other municipal offices. There is here no police atmosphere; there is absolutely nothing in or about the office of the bureau to indicate that it has the slightest connection with the police work of the city. As a matter of fact, the city mother's office is a bureau of the police department, and the city mother is a police officer with the rank of sergeant. But this connection is kept in the background. The city

mother has never made an arrest and has found it necessary to display her police badge only once in five years. The city mother makes a monthly report to the chief of police, but there is very little supervision of, and no interference with, the day-to-day work of the bureau by the central police office, and the city mother is given practically a free hand in dealing with all cases. The city mother is appointed by the mayor for an indefinite term. She is assisted by an assistant city mother who is selected by civil service, and by an unsalaried board of ten women appointed by the mayor. This board is composed of representative women who are prominent in the women's clubs and religious organizations of the city. The members give active assistance to the city mother, particularly in the work of securing the enactment of remedial legislation.

Cases of delinquency and of potential delinquency come to the attention of the city mother through various channels. Parents, especially mothers, frequently come to the bureau for assistance when their boy or girl is getting beyond their control. Because of the confidential character of the bureau, they feel free to enlist its aid. Many cases are sent to the bureau by ministers and by the teachers and principals of the public schools. Still other cases are referred to it by the juvenile court officers, the police department and the city prosecutor, when for lack of evidence or other reason it is deemed inadvisable to prosecute the delinquent. Not the least source of new cases is the reports of the young people who have themselves been helped by the bureau. They come to the city mother and tell her of some friend who is "slipping" and suggest that she "better get them before the police do." Occasionally, children come to the city mother of

their own accord without having been summoned. "Are youse the city's mother?" asked a small boy who had run away from his unhappy home and taken refuge in the city mother's office. "I thought that if you was the city's mother, you must be a pretty good mother, so I came to you."

So busy has the city mother been kept by the many cases that have come to her in these different ways that she has at times been seriously overburdened, and at no time has she found it necessary to look about for new cases. In fact, it is the policy of the bureau—and the reason for much of its success—not to go out into the city looking for trouble. By acting primarily as a consulting bureau rather than as an investigating bureau, it avoids much of the antagonism which delinquents have towards corrective and "uplift" agencies. When the cases are so flagrant that they cannot be adjusted by the city mother's bureau, they are turned over to the officers of the juvenile court. When the delinquency is the result of feeble-mindedness, as is often the case, the offenders are referred to the proper authorities. The city mother deals only with those cases which give reasonable promise of reform.

To describe the methods which the bureau uses in its work of reclaiming the wayward youth of the city is difficult, because almost every case is handled in a different manner. A frank and full confession is the primary essential to reform, so the city mother first gets such an avowal from the lips of the boy or girl. This confession is obtained by a quiet, confidential, heart-to-heart talk in which sympathy and understanding are the implements employed. The threat of prosecution is not held over the child's head; he is subjected to no inquisitorial ordeal; he is asked almost no questions. But

he is given to understand that the city mother earnestly wishes to help him out of his difficulties and that he may confide in her as freely as in his own mother with the assurance that his confidence will be respected. Surprised and softened by this conciliatory attitude, he tearfully tells all, and the foundation is laid for a genuine moral reformation. Experience has shown that the delinquent will often confess to the city mother deeds which he could not possibly be made to admit to his own parents.

III

The city mother has found that the greatest single cause of juvenile delinquency is an unwholesome home environment. Her chief endeavor, therefore, is to improve this environment. Often the difficulty is lack of understanding between parents and children, which can be removed by a little friendly counsel with the parents and motherly advice to the children. Many cases of delinquency arise from the downright poverty of the family. The remedy here is to raise the economic status of the family by obtaining a position or a better position for the wage-earner. The bureau has a fund on which it can draw for the temporary assistance of poor families; but it does not follow the policy of giving charitable relief. Where financial assistance is given it is usually in the nature of a loan.

Another cause of unfavorable home conditions is the incessant quarrelling or separation of the parents. In its efforts to remove this cause of delinquency the city mother's office has virtually acted as a bureau of domestic relations. By its friendly mediation many family disputes have been adjusted, separations prevented, and the family kept together. The city mother has found that boys and girls are not

the only persons who require "mothering." Men and women, especially men, are often in need of this type of treatment. In order to promote the welfare of the children, the city mother must inevitably deal with a large number of adult cases. Nearly two-fifths of all cases disposed of by the bureau are those of grown persons.

If for any reason a bad home environment cannot be improved, another home for the child is found. The finding of suitable homes for dependent children is one of the chief functions of the bureau, and several hundred boys and girls are thus placed every year. A common method of obtaining a home for a child is to advertise in the daily newspapers. Numerous answers to these advertisements are always received, and competition between applicants for a child is often keen.

Next to unfavorable home surroundings, idleness is probably the greatest contributing cause of delinquency. If the idle child is of school age, the city mother co-operates with parents and teachers in an effort to keep him in school. If not of school age, a suitable position is found where he can be self-supporting. Many young people who have come before the city mother are required by her to present weekly financial accounts showing how they have spent their earnings. There are in the city several rising young business men and women who owe their start in life to the city mother's bureau.

In cases where the misconduct is traceable to the influence of evil associates, the associates are called in and an effort is made to secure their reformation as well as their aid in helping those whom they have injured. If they refuse to co-operate or withdraw the harmful influence, the city mother may use the threat of prosecution to bring them to time. This, however, is not often necessary. "Our appeal

is to the heart, not to the law," says Mrs. Gilbert, "and it is an appeal which rarely fails."

Because of its limited office force and the volume of its business, the bureau is unable to maintain an effective follow-up system, but after the adjustment of a case it attempts to keep in touch with the situation by requesting weekly reports from the parents or teachers or others in a position to observe the conduct of the child in question. These reports are sent in until a normal, healthy life has been reasonably well established. Only a small proportion of cases come before the city mother the second time. There is some specialization in the division of cases between the city mother and her assistant, Mrs. Gilbert handling most of the girls and Mrs. Deane Harris, the assistant mother, the boys.

IV

In its effort to provide wholesome social diversion for the city's youth, the city mother's bureau has from time to time given municipal dances and entertainments for which small admission fees were charged. These affairs have been largely attended, and the proceeds have gone into the bureau's emergency fund. Several thousand dollars have been raised in this way for the work of the bureau. The only expense to the city of Los Angeles of the mother's bureau is the salary of the city mother and her assistant and the maintenance of an office.

In addition to its regular duties, the city mother's bureau maintains jointly with the department of education a day nursery where children of working mothers are cared for daily at a cost to the mothers of only ten cents a day. It is the policy of the bureau to co-operate to the extent of its resources with every other social agency in the city whether public or private. During the

influenza epidemic of a year ago, the bureau acted as a nursing agency for the health department and directed more than one hundred nurses from its office until the crisis was past. Close co-operation with the juvenile court officers and the police department is maintained, and the bureau has effected the arrest and conviction of several dangerous criminals whose operations were discovered by the bureau in the course of its work of preventing juvenile delinquency.

The Los Angeles city mother's bureau has been so successful that a number of other cities, including Pasadena and Des Moines, have established bureaus modelled after the original city mother's bureau. Still other cities have adopted the city mother idea of treating juvenile delinquency with kindness and persuasion rather than with strong-arm methods, but have entrusted the working out of the idea to the juvenile court, the school authorities, or other existing officers. The adoption of humane and intelligent methods of dealing with delinquency is of course an important reform. But equally important is the question of providing the proper machinery for applying these methods. The establishing of a city mother's bureau as a separate and

specialized office, the chief function of which is the prevention of juvenile delinquency, has many advantages. Existing municipal departments are already burdened with their special duties, and the preventive work which they do is apt to be incidental. The juvenile court is fully occupied with the youthful offenders who have actually violated the law. The school authorities are busy with their own peculiar problems. There is in most cities no agency which deals primarily with potential delinquents, those young people who are lingering on the fringe of a criminal life but have not yet taken a fatal step. It is at this stage that the city mother can usually save the day. There is, moreover, a psychological value in the very name, "city mother"; it inspires confidence, respect and affection in the hearts of the children who are in need of a mother's love and counsel. It adds a human element to the city's treatment of its erring youth. The expense of maintaining a city mother's bureau is insignificant compared with the money which the bureau saves the city by the prevention of delinquency. But what is more important is the saving to society of its most precious possession—its boys and girls.

DISFRANCHISED WASHINGTON

BY OTTO WILSON

Washington, D. C.

We are apt to forget the plight of the District of Columbia whose people no longer enjoy representation with taxation. The tangle of national politics with local affairs is one of the chief causes. :: ::

THE first returns from the new census have revealed that the only community within the jurisdiction of the United States, including Porto Rico and the Philippines, which has no voice whatever in its own government has a population of 437,591—more than the total population of any one of four or five states. Out of this number about 290,000 are adults and, assuming woman suffrage, would be voters. Many thousands of them, although full fledged American citizens and belonging to the hitherto voting sex, have never cast a ballot in their lives because they were not permitted to do so. Most of them pay some sort of taxes, but have no more control over the determination of the rate, except in the way of moral influence, than a conquered city of the old Roman Empire had. The interesting feature of this whole state of affairs is that this utter lack of self-government lies at what might very properly be called the world's center of democracy and the principle of self-determination.

Among the people of Washington there has always been a certain amount of protest against their disfranchisement, and this protest is now being voiced in an active campaign for the ballot and representation in congress. A special association has been formed among the many newspapermen in the capital city, and it has opened headquarters and is bringing the case of the District before the people of the country. This association, the National Press Committee for District of Co-

lumbia Suffrage, is supported by most or all of the other organizations of citizens in Washington, including the Chamber of Commerce, the Board of Trade, the Federation of Citizens' Associations, a Woman's Committee for District Suffrage, labor organizations, the American Legion, and the Federation of Federal Employees. A joint committee from many of these organizations is co-operating with the newspapermen and efforts are being made to reach the people of the country at large and have them use their influence with congress to pass the needed legislation. Bills have been introduced in both the house of representatives and the senate, providing for an amendment to the constitution which would permit the inhabitants of the District to have the same representation in congress and in the national elections as the rest of the citizens of the United States. For the present at least the success of this movement would seem to depend not so much on overcoming opposition, of which little or none is in evidence, as on arousing and keeping aroused the interest of congress and the various states. What opposition might develop in case the movement should come within sight of its goal is hard to say.

HISTORY OF SELF-GOVERNMENT IN WASHINGTON

The question as to just what political rights the citizens of the District of Columbia should have is not by any

means a new one. A hundred years ago it was a very live issue and was mentioned in several presidential messages to congress, and it has continued to break out at intervals during the whole century. The question involved is a double one, that of obtaining the ballot in national elections and representation in congress, and that of controlling the local municipal government. In the absence of any provision in the constitution for representation or franchise for citizens of the District it is held that an amendment is necessary to grant them these rights. As to local government the constitution provides in very specific language that congress shall have exclusive power of legislative control over the District, and the courts have held that this power cannot be delegated except as to matters of local administration. For three quarters of a century a form of local government did really prevail in Washington. But the fact that the capital is always under the wing of congress, that local matters are inseparably connected with national affairs in any number of ways, and that national politics necessarily enter into the local situation to a very considerable degree, combine to make the problem of local self-government more complex than appears on the surface. As a matter of fact it was these features of the situation that actually brought about the abolishing of the local government which the District once had.

Until 1871 the city of Washington was governed by a mayor, a board of aldermen, and a common council, all elected by the people. Early in its history, while it was still a small town of a few thousand inhabitants, there was a great deal of controversy connected with the operation of this form of government, but this restlessness was due in part to the rivalry existing among the three cities of Washington,

Georgetown, and Alexandria, all of which were at that time included as separate corporations within the District of Columbia. Alexandria was ceded to Virginia in 1846 and Georgetown was amalgamated with Washington, and with this source of trouble removed the local government functioned with no more friction than is usually found in American cities until after the Civil War. Then in 1866 congress granted the vote to the negroes of the District and this and other new conditions made the next few years the stormiest in the city's history. The new voters were all Republican while the prevailing temper of the white population was Democratic. The Republicans kept control of the local government, although at one time it is recorded that there were two separate boards of aldermen, each meeting in the same room and each trying to out-talk the other. With the constant partisan strife no progress could be made with public improvements, which were then woefully needed, as there was very little paving and various kinds of livestock roamed at will about the streets. At length in 1871 congress constituted the District a national territory with an appointive governor, a delegate (without a vote) in the house of representatives, and a legislature partly appointed and partly elected. For three years of controversy the District continued under this territorial status, the chief cause of contention being an ambitious program of public improvements being put through by the board of public works. This work was badly needed but the resulting debt mounted to so many millions and there were so many charges of corruption in connection with public contracts that congress, after three investigations in as many years, decided to change once more the whole form of government. The adminis-

tration of municipal affairs was placed in the hands of a commission of three men appointed by the president. This was tried out for four years and then, in 1878, made permanent. Washington has continued to live under this form of government, in which the citizens have no vote at all, from 1878 until the present.

PROPORTION OF TAXES PAID BY CONGRESS

Closely bound up with the question of local self-government has been another, which was settled by congress for the time being at the same time that the commission form was adopted. This was the question as to what was the proper proportion of the expense of local administration that congress should provide as compared with that to be furnished by the local taxpayers. For a long while the general theory prevailed that the city should bear its own expenses just as any other city should. But the theory was never strictly applied as from the very beginning congress, much in the manner of an indulgent parent giving money to a free-spending offspring, granted appropriations, guaranteed bond issues, and assumed part of the expenses for improvements. There has always been a more or less definite feeling that the status of the city was out of the ordinary, and that the dignity of a national capital demanded a standard of upkeep whose cost should properly not be shouldered entirely on the local citizens. The organic act of 1878 fixed the proportion to be paid by congress at one-half and this half-and-half arrangement has continued ever since. In a way it may be regarded as a compromise, the property holders and other taxpayers of the District consenting to forego a voice in the levying of taxes and other municipal matters

and the national government consenting to pay half the expenses. In recent years, however, there have been several attempts to pass a bill through congress abolishing the half-and-half arrangement, and such a bill has in one or two instances passed the house by a large majority. So far it has met with effective opposition in the senate.¹

OBJECTIONS TO DISTRICT SUFFRAGE

The objection to District suffrage most frequently advanced is that the negroes would dominate the political situation and would form excellent material in the hands of the ever-to-be-feared political boss. And there is pretty good reason in the statistics of the case to believe that something of that sort might easily happen. In 1910, out of a population of 331,000 the city had 94,000 colored. If the same proportion should hold for the census figures of this year there would be a total negro population of about 122,000 out of a total of 437,000. But their influence at the polls would be still greater than these figures indicate, as there are included in the city's population figures some 100,000 government clerks, practically all white, and a great majority of these preserve their voting residence in the states from which they come. Moreover they are all adults and so form even a greater proportion of the actual voting population of the District, amounting to some 300,000 men and women, than they do of the total population. A great many of these would of course vote in the District, but these figures nevertheless show what a strong influence would rest with the negro vote. This might or might not be a menace,

¹Since this article was written congress has changed the proportion to 60 and 40 per cent, the larger amount to be paid from taxes raised in the District.

and the extent to which it is undesirable would have to be determined by each observer for himself, according to his prejudices and convictions. But this feature of the situation would undoubtedly have a strong influence on the vote of southern congressmen, and might make impossible the ratification of an amendment to the constitution giving full suffrage to Washington residents.

HOW THE NATIVE FEELS

Nevertheless it is probable that sooner or later the District citizen will be made a voter, at least in local affairs. The reasons for his desire for the vote are both sentimental and practical, and on both grounds are sound. In the first place he has that feeling of detachment from national affairs, of unimportance, even of nonentity, which only the disfranchised know. When the national elections come round every two years, and particularly when a president is to be elected, his political opinions, however intelligent they may be, are entirely academic. They lack the red-blooded vitality that comes from a knowledge that they lead up to the casting of a ballot, and take on something of the same character, say, as the ordinary man's opinion of the issues in British politics. It is not natural for an American to feel entirely comfortable as a mere spectator, whose opinion no one cares much about, when

big national issues are to be decided. In a more practical manner his community interests are affected by lack of representation in congress. Everyone who knows Washington knows what a powerful daily influence is exercised on congress by the opinions of the people "back home." A congressman's mind is never very far away from his district, and he does not lose many chances of helping his constituents. The result is that every community in the country has an active advocate in the house of representatives and a sympathetic hearing from one forty-eighth of the senate—except the District of Columbia. The influence which the citizen of the District can exert is purely a moral one, with no threat behind it. When he stands on a cold street corner an hour because of poor street-car facilities he has several ways of giving voice to his indignation, but he has no one to whom to go with the knowledge that his protests will conjure up visions of the next election. He does not often have occasion to desire such recourse because the government of Washington is well and ably administered, but when he does feel badly treated he has a sense of helplessness that is anything but soothing to his self-respect. On these accounts he wants direct voting representation in congress and a local government answerable directly to him. In other words he would like to be a real American citizen.

SLUMLESS AMERICA¹

BY LAWRENCE VEILLER

Secretary, National Housing Association

A wise man has said: "If God made the country and man made the town, it is time for man to quit falling down on his job."

I HAVE often wondered what a visitor from Mars would think if set down in those portions of our large cities which some of us call slums and which in most cities the good citizens of that community refer to, somewhat deprecatingly, it is true, as "blighted districts" or "the older sections of the city."

Twenty years ago I had the temerity to write of those districts somewhat thus:

The city of the tenements is the city of thousands of people living in the smallest space in which it is possible for human beings to exist, crowded together in dark, ill-ventilated rooms, in many of which the sunlight never enters and in most of which fresh air is unknown. It is a city of disease, poverty, vice and crime where it is a marvel, not that some children grow up to be thieves and drunkards, but that so many of them grow up to be decent men and women. All the circumstances which surround childhood, youth and womanhood make for unrighteousness. It is a city of ceaseless toil and endless privation—of a community of people always on the verge of poverty, unable to lay by for the future, dreading what old age may have in store for them, haunted by the never absent fear that as they grow old there is nothing left for them but the Potter's Field. It is a city where sickness reigns supreme and where the Great White Plague claims its victims by the thousands every year.

That was 20 years ago—well, conditions haven't changed very much for the better in those two decades. On the contrary the slum is spreading and extending itself over the face of the

land. Such conditions as were noticeable 20 years ago chiefly in great metropolitan centers like New York and Chicago, today are to be observed in all our large cities, and even in the smaller ones—yes, even in villages and in the open country. The slum is everywhere.

It is a strange thing when we come to think of it that we should have slums in America. These old-world sores should have no place in a new world—a land of promise and opportunity. The settlers of this country had *carte blanche*—but, behold, what we have written upon that paper! Most of us perhaps do not realize how venerable an institution the slum is. Even here in America, we have had slums for nearly a century. We have been conscious of them for over 80 years.

I should speak less disrespectfully of this ancient institution if it were part of the handiwork of the Creator, but I find no record of it in the Garden of Eden. That may be due to the fact that the occupants of that delightful place did not remain long enough for the slum to develop! It is clearly a man-made contrivance. And what man has made he can unmake.

It is not my desire to give you the impression that we have made little or no progress in unmaking the slum. That would be most untrue. Great strides have been made in the planning and conduct of our cities, especially in recent years. Though we have progressed somewhat, those of you who

¹ Prepared for the Cincinnati National Conference on City Planning.

have first-hand knowledge of the conditions that prevail in the slums of our great cities will agree with me that we have lagged behind the rest of the civilized world.

The chief reason for this is to be found in the failure of our people to *understand* the slum—to realize what it really means. Imagination, we are told, is a quality that is lacking to the average man.

WHAT SLUM LIFE MEANS

If all of our citizens realized what life in the slum means to the slum-dweller, the slum would soon cease to exist. Have you ever—even in imagination—contrasted the day-to-day, night-to-night, home-life of the average well-to-do citizen with that of the slum-dweller? Your average well-to-do man wakes in the morning in his large quiet bedroom, the air of which has throughout the night been freshened and tempered to his liking. Your slum-dweller wakes, unrefreshed, in the foul air of a small badly-ventilated room which he has shared with several others. Your average man steps into a comfortable bath that soothes and refreshes him, shaves and puts on clean well-fitting clothes. Your slum-dweller, on rising, stumbles in the twilight of his dark room over the shake-down beds of one or two children and perhaps several lodgers, before he can find space to stand while he crawls back into coarse garments reeking with the sweat of yesterday's toil—and he washes in a handful of water poured into a basin. Your average man goes into a dignified pleasant dining-room to eat an appetizing breakfast prepared for him by others. Your slum-dweller takes a chunk of butterless bread in his hand and, sitting or standing wherever he can find room, washes it down with a cup of indifferent

coffee. Your average man, with a sense of well being, lights his cigar and goes forth to his day. Your slum-dweller, with a grouch due to sheer physical discomfort lights his pipe and shuffles down the ill-smelling hall of his tenement home. Your average man, in agreeable surroundings, has throughout the day varied and stimulating work—creative and with a purpose which he understands. Your slum-dweller, throughout the day, bends over one interminable monotonous task—brutal in its demands and deadening in its effect. At the end of his day, your average man has his spin in a motor, his exercise or relaxation, probably another bath, puts on clean clothes, sits down to a good dinner, reads, plays cards, or dances or goes to the theatre or listens to music until he is sleepy and goes to bed in a clean warm bed in a clean fresh room. Your slum-dweller, at the end of his day, hangs from a strap in a car packed to suffocation, makes his dreary way from the crowded car past the garbage cans and refuse of the crowded street into the friction and discontent of his crowded home—to a wife discouraged by endless effort in a hopeless environment, and children to whom his best efforts have been able to give only this pitiful existence. He eats, on the corner of the overcrowded kitchen table, a plate of food which he is often too worn out to enjoy. At best he has, afterward, the vitiated air of the movies, or the vitiated “hot air” of the I. W. W. gathering.

All the conditions surrounding your average man have made for vigor of mind and body and peace and contentment of spirit. He has had the stimulus of choice and the gratification of accomplishment. He has been refreshed by beauty, harmony and order. All the conditions surrounding your

slum-dweller have made for discomfort of body and discontent of soul. He has no peace and no privacy—he has not even elbow-room, night or day. He sees no beauty and has no repose. His neighbors' wash shuts out his small patch of sky and he must close such insufficient windows as his room may have if he would not hear his neighbors' quarrels. He works without inspiration and finishes his day without satisfaction or hope.

Am I not right? Is it not because we have never had these conditions brought home to us *in our own person* that the slum flourishes in America today? It is part of "the reckless luxury, the deforming mechanism and the squalid misery of our modern cities." And we go on day by day, building cities that kill the people who live in them. Many years ago John Ruskin said:

"It is the slightest way of killing to stop a man's breath by bullets. . . . At the most you do but shorten his life, you do not corrupt his life. But if you put him to base labor, if you blind his eyes, if you blunt his hopes, if you steal his joys, if you stunt his body, and blast his soul, . . . this you think is no waste and no sin."

That our cities are killing people we cannot doubt, if we open our eyes to facts that are readily available. Does it not mean that the modern city is killing people when out of every 1,000 children born in 96 large cities of Great Britain 104 infants die every year; that in 148 smaller towns as many as 93 infants die each year, when in the Garden City of Letchworth only 36 children die each year out of every 1,000.

Twenty years ago we had not these striking object lessons before our eyes, but the Garden City movement has shown conclusively that the modern

city as constructed by man means unnecessary disease and death.

HOW TO DEMOLISH THE SLUMS

Has the time not come when we are ready in America to grapple with this great problem? Heretofore, except in sporadic instances, we have sat down passively in the face of these conditions and done little or nothing to remedy them, whereas the old world has been dealing with them effectively for generations.

Great Britain has demolished her slums with a ruthless hand. In 1866 Glasgow acquired 88 acres in the center of the city, opened 30 new streets and widened 26 existing streets. In 1897 further improvements authorized included acquisition of 24 acres as sites for workingmen's dwellings. The purchase and improvement of lands and buildings cost \$9,733,000 and new buildings \$1,946,000. In Liverpool between 1865 and 1904, the medical officer of health brought about the demolition of 6,300 houses and between 1906 and 1912, 1,902 houses were demolished, 637 rendered sanitary, 456 closed and 59 condemned. Between 1864 and 1896, 40,000 persons had been uprooted.

Up to 1875 the central portion of Birmingham was overcrowded, unplanned and insanitary. In 1875 the site of the old city was made the subject of an improvement scheme which dealt with an area of 93 acres and 15,000 to 20,000 people. The area was laid out with new streets and open spaces. The worst dwellings were taken down and the rest put into sanitary condition. The gross outlay for this improvement was \$8,000,000.

Between 1890 and 1911, Manchester demolished 4,866 houses. Her first large clearance scheme was undertaken in 1891 when 5 acres were cleared of

their slums which the city replaced with large blocks containing 372 dwellings. The total cost of the undertaking was \$1,386,953.

The slum is exactly like a cancer on the body social and the body politic. It is a malignant growth. Like cancer, if taken in time, its development can be prevented; and like cancer, we are generally conscious of it only when it is fully developed. But whether soon or late, the only remedy for it is the surgeon's knife, and the sooner it is cut out the less serious the operation.

Why have we done so little heretofore in America in the direction of slum clearance? Partly for the reasons already stated, viz., that we have not realized fully the significance of the slum, but chiefly because we have been staggered by the cost of getting rid of the slum. We have seen some slum spot growing and extending its evil influence and we have said "This ought to be wiped out" and then we have inquired what it would cost for the city to acquire this property and clear it out and we have been staggered at the cost and have said "This is hopeless, nothing can be done."

How foolish we have been not to realize that we pay the cost anyhow, only in a different way. Instead of increasing the tax rate to pay the interest on bond issues to acquire slum property, we pay annual taxes to maintain hospitals, prisons, reformatories, police and all the intricate mechanism of modern municipal government, much of which is necessitated by the very slum that we hesitate to destroy. This is no fanciful view. Wherever slums have been cleared out the death rate, the sickness rate, the crime rate, the immorality rate, have immediately and permanently decreased. So, if we must pay the cost of getting rid of the slum in any event, how much better to grapple

with the problem in a way that will produce not merely negative results, but positive ones.

How great a factor the slum is in the present unrest of the world it is hard to say. That the conditions which prevail in our slums are a factor in creating discontent must be obvious to all. I wonder whether, with the advent of prohibition and the removal of that solace which drink afforded the unfortunate slum-dweller, deadening his senses and making the slum tolerable to him—I wonder whether, with the removal of that solace will come a new unrest, a discontent with the squalid and sordid existence that has been meted out to so great a part of the population of our large cities. Whether he will not demand a better place to live when he can no longer escape to the saloon.

It was interesting to notice in the daily press a few weeks ago an inflammatory document issued by the American Anarchist Federated Commune Soviets calling for a general strike because of the exclusion of five Socialist members from the New York legislature. What interested me in this manifesto was the following:

. . . "Declare a general strike! Take possession of all of the food stores and factories! Reorganize the entire society upon the basis of communism! Destroy all the skyscrapers and tenement houses of the present! Build houses surrounded by garden and orchards. Let the sweet fragrance of flowers and fresh luscious fruit replace the present stench of disease and suffocation and filth."

This may not be divine discontent, but it is discontent that must be reckoned with.

We have heard much of the New World that we were all to face after the War. Lloyd George put it graphically when he said six months ago:

. . . "What does the new world mean? What was the old world like? It was a world

where toil for myriads of honest workers, men and women, purchased nothing better than squalor, penury, anxiety, wretchedness; a world scarred by slums, disgraced by sweating, where unemployment, through the vicissitudes of industry, brought despair to multitudes of humble homes; a world where, side by side with want there was waste of the inexhaustible riches of the earth, partly through ignorance and want of forethought, partly through intrenched selfishness.

"If we renew the lease of that world, we shall betray the heroic dead."

Are we in America incapable of following similar leadership? Do we believe in this new world, or shall we continue along the old paths? My faith in the genius of the American people convinces me that all that is necessary to make the slum a thing of the past is the desire to abolish it. We shall be told perhaps that there are legal principles in the way of such action. There are not. Under the police power there is no state in these vast United States that cannot, whenever it so wills, get rid of its slums.

While there are no legal obstacles to getting rid of our slums, there are many practical considerations to be borne in mind. Chief of these is what to put in place of the slum, for the land thus cleared naturally must be used in some way. In the few cases where there have been slum clearances in America, small parks have replaced the slum. But there is a limit to the number and extent of such open spaces that a city can absorb. And there may be no need of a park or playground in that particular locality. The obvious plan that suggests itself to most people is to replace the dwellings destroyed with new dwellings. Most of the British schemes have taken this direction. To do this in America is not so easy, for it involves the whole broad question of the desirability of municipal housing. A discussion of

that question is not appropriate to this occasion. Many people believe such a policy unsuited to American political and social conditions. Others believe that the solution of the housing problem that way lies.

It may be asked why does the replacement of slum dwellings with new dwellings involve municipal housing? Why can it not be done by private enterprise? The universal experience is that where private capital seeks to acquire slum property for a clearance scheme and to replace it with modern dwellings, that a sufficient number of the owners of such property see their opportunity to profiteer and hold their property at such exorbitant prices as to make the proposed development an economic impossibility. The only way to cope with that kind of a situation is by invoking the power of eminent domain and having the city condemn the property. To do this, however, under our federal constitution and under the constitutions of all of our states the property in question must be taken for "a public use." That the clearing out of a vile slum is a public use, there is no doubt. Nor is it probable that our courts would hold otherwise. Whether our courts would hold the building of dwellings on such sites to be sold or rented out to citizens to be a public use, is another question. They perhaps would not. They would also say that the power of the state could not be invoked to take away his property from one private citizen to give it to another citizen for his use and enjoyment. It is always rash to prophesy the future, however. Our courts have been very quick to reflect public sentiment; and it may easily be that a few years from now they will support legislation of a kind that a few years ago would have been considered quite out of the question. We

have said there were no legal principles in the way of getting rid of our slums. If there were such legal principles in the way of action, those principles would have to stand aside. As the great Italian historian Ferrero aptly puts it:

There is, however, nothing on earth, that is at the same time more stable and more fragile than a legal principle. It will resist for centuries all the criticisms of reason, all the protests of sentiment, and all the assaults of opposed interests,

only to fall in a few weeks when overwhelmed by a war or a revolution.

And so, I ask you men and women who are concerned with the planning of our cities, whether the time has not come when we should set ourselves resolutely to the task of cutting out these cancers on the body politic, and whether we should not, with face to the future and with our motto "Shumless America" begin the great task of the re-planning of our cities?

THE MEDICAL EXAMINER VERSUS THE CORONER

BY CHARLES NORRIS, M.D.

Chief Medical Examiner of New York City

The coroner, although possessing all the prestige of the common law, broke down absolutely in New York City with its thousands of homicide cases yearly. It is time to abolish the office everywhere.

GENERAL dissatisfaction with the work of the coroner of the city of New York resulted in many attempts in the legislature at Albany to abolish this office and to substitute an office to be known as medical examiner, after the fashion of that created many years before in Massachusetts. Finally on April 14, 1915, the office of the coroner was abolished and in its place the office of chief medical examiner was established.¹

THE CORONER'S OFFICE BREAKS DOWN

Unlike the coroner's office, the medical examiner's office was not given quasi-judicial powers, but was vested

with sufficient authority to administer oaths and take affidavits, proofs and examinations as to any matter within the jurisdiction of the office. The judicial functions formerly vested in the coroners were, under the medical examiner's act, transferred to the proper legal authorities, namely, the magistrates and the grand jury. Prisoners are now held by the magistrates, and the defendants are indicted by the grand jury upon presentation of the facts by the district attorney from the reports furnished by the medical examiner, the police and witnesses.

The coroners were as a class totally unversed in judicial procedure and were nominated by various parties for political reasons and other compelling purposes of practical policy; they were drawn from almost every class of life and occupation, and were unfamiliar with the judicial aspects of their functions and with the important

¹ See Laws of N. Y. 1915, chap. 284, entitled An Act to amend the Greater New York Charter and repeal certain sections thereof and of chap. 410 of the laws of 1882 in relation to the abolition of the coroner and the establishment of the office of Chief Medical Examiner.

medical determinations over which they were in supreme control and authority. This system cannot withstand intelligent criticism.

The judicial functions of the coroner's office are now more satisfactorily and quickly handled by the legally trained magistrates and by the grand jury under the guidance of the district attorney. In other words, the judicial functions of the coroner's office are redundant and have no proper place. When a defendant was held by the coroner's jury, all the witnesses previously examined by the coroner would be re-subpoenaed by the district attorney in the effort to secure an indictment by the grand jury, a procedure which wasted much valuable time of the witnesses. Again, the staff of the district attorney's office had to watch closely the action of the coroners at their trials and not infrequently when the defendants were discharged they were promptly rearrested by the detectives of the district attorney's office. In many cases information leaked out during the course of the hearing prejudicial to the interests of the state.

It is conceivable that a very efficient coroner's office may exist and perform all its medical functions in a proper and thorough manner. Practically speaking, efficiency in fulfilling this civic function has, with a few exceptions, not been attained in this country. The medical duties performed by the coroners' physicians were considered, relatively speaking, of minor importance, and none but the briefest records were filed concerning the findings of post-mortem examinations, even in homicide cases. No autopsy protocols were taken and the reports of death, the inquisitions, were filed with the department of health and in the district attorney's office. The copy of the death certificate was entered in a so-called journal kept in the office, note-

worthy only for its brevity, consisting of an incomplete recital of the causes of death, usually two or three words.

The coroners had the power to employ scientific experts after a written consent had been obtained from the district attorney or a judge of the supreme court. In this manner they were authorized "to employ any scientific expert, engineer or toxicologist to examine the body of any person who shall have died from alleged criminal violence or by a casualty, or in any suspicious or unusual manner, and as to the cause of death the said coroner shall have jurisdiction to inquire." The mere insertion in the coroner's law of the necessity of employing scientific experts is, in my opinion, a striking confirmation of the reactionary nature of the system.

THE MEDICAL EXAMINER AND CORONER CONTRASTED

The correct determination of the cause of death is designated as medical jurisprudence, the science which correlates our medical knowledge to the purpose of the law. Thorough equipment in medicine and surgery must be supplemented by a knowledge of firearms, the effect of bullets on the human body, recognition of powder marks and burns, etc. Familiarity with the biological methods employed in testing suspected blood, semen and other stains; practical knowledge of botany in the examination of dust and foreign material upon the clothes of suspects and in the examination of the intestinal contents for particles of food, that is, plant seeds and fibres of animal and vegetable origin; an acquaintance with the flora and fauna of waters, namely, diatoms, etc., may be of great assistance in the microscopic examination of the contents of the lungs and stomach of persons supposed to have been

drowned; and again, the determination of the freezing point and the differences in the salt content between the blood of right and left side of the heart may be of use to confirm or negate the diagnosis of drowning. Entomology also may be of considerable assistance in establishing the date of death through the cadaveric flora and fauna.

This incomplete summary of the duties of the pathological expert serves to emphasize the point I wish to make. That the officer whose duty it is to make such examinations which have as their one and single aim the determination of the cause of death and a correct and analytically interpretative analysis of the surrounding circumstances attending, must be a physician by education, technically and practically trained in these branches. No lay or professional man other than a well-trained pathologist as above defined possesses the requisite, natural or legal qualifications to discharge properly the duties of such an office.

The above contention furnishes, to my mind, ample ground for the opinion that the office which determines the cause of death should be administered by a qualified physician through a medical bureau or department furnished with summary powers and large authority, and vested by law to render an unbiased opinion to the court and jury. The office of medical examiner is such a one. Reasons of economy suggest that in small counties or cities the office might properly function as a bureau or division of the department of health. The independence of the office is most essential to its rendering unbiased reports to the court and to the department of health, and its powers should be jealously guarded from the prosecuting branches of the law, the district attorney and the police. Acting in intimate contact with these offices, the medical officer

should furnish them with his report as promptly as it is consistent with a thorough and impartial investigation. The medical examiner should be held strictly accountable to the appointing power to insure healthy performance of his tasks and in order that the law of the state may be satisfied.

Under the coroner's system, on account of the great difficulty in obtaining experts because of the incumbrances surrounding the employment of same under the law, a small number of chemical examinations were performed by the Department of Health in a most perfunctory manner, the specimens sent for examination being usually only the stomach contents of suspected cases of poisoning without furnishing the chemist with the information which he should possess. In striking contrast to this negligent and slovenly work, the medical examiners are making daily use of a pathological chemist and his assistants in the analyses of suspected cases of poisoning from narcotics, grain and methyl alcohol, cyanide and metallic poisons, etc. Under the coroners there was a total disregard of the important medical problems which daily confront the medical examiners in a large city, resembling in its incompleteness a performance of Hamlet without Hamlet. The coroner's law was most indefinite as to the duties and functions of the coroners' physicians.

In marked contrast with the coroner's law, that of the medical examiner's office is in my opinion admirably drawn. It specifies minutely the organization of the office and employes, the procedure to be followed in the case of violent and suspicious deaths, when autopsies shall be done; it requires that a detailed description of the findings be written during the progress of such autopsy and that the conclusions drawn therefrom be filed in the

office; it emphasizes the care with which the records of the office shall be kept, that the report of each case shall be promptly delivered to the appropriate district attorney in all cases in which in the judgment of the medical examiner in charge there is any indication of criminality. All other records shall be open to public inspection and the appropriate district attorney and the police commissioner of the city may require from the medical examiner such further records and such daily information as they may deem necessary.

The usual procedure of the coroners' physician, certainly in the majority of the homicide cases, was to testify at the trial from memory as to what he had or had not found at autopsy. In Greater New York the office handles yearly about 13,000 cases. Under such circumstances, it is needless to call attention to the almost criminal negligence of such a loose system. The trials are not infrequently postponed for six months. It is hopeless to expect the human mind to recall the circumstances surrounding an autopsy performed in haste and without notes taken at the time.

HOW THE MEDICAL EXAMINER FUNCTIONS

The medical examiners are required to investigate all the surrounding circumstances of death. This is of the utmost importance, for there are questions involved which concern differentiation between homicides and suicides and many other important features concerning the time, the place, manner and circumstances of death. (The examiner is cautioned "to fully investigate the essential facts concerning the circumstances of the death, taking the names and addresses of as many witnesses as it is practical to obtain and before leaving the premises shall reduce

same to writing and file same in the office.") During the coroner's régime, the police or hotel authorities or civilians would notify the office of a death and ask the clerk at the coroner's desk to grant removal to the home, undertaking establishment, or to the city mortuary for the purpose of an autopsy. In other words, the surrounding circumstances, which are so important in many cases, were not investigated by the coroner's office, unless perchance the case acquired very considerable newspaper notoriety, when the coroners would jump to the scene in apparent haste, realizing the marked advantages of newspaper publicity.

The records of the medical examiner's office are open to the public and daily use of such records is made by representatives of insurance companies, the families or representatives of the deceased, the army and navy authorities (especially during the late war) and the state industrial commission. Whereas under the coroners, the chemical examinations, even in poison cases, were not made except here and there when the services of the pathological chemist of Bellevue hospital in Manhattan was called upon to aid in a scientific inquiry, the office at the present time is constantly required to furnish evidence of the presence or absence of alcohol and of poisons. We are furnishing constantly to the department of health, the census bureau at Washington and the various insurance companies, information in order to give them accurate data for purposes of classification, etc. The educational value of our reports is illustrated by the curious fact that the office is now criticized in those instances where chemical examinations are not made.

Without the aid of a properly organized chemical laboratory many certificates of death would be signed

improperly. A most noteworthy illustration of this point is the fact that before the attention of the country was called to the so-called epidemics of wood alcohol poisoning, this office had become aware of the iniquitous sale of methylated spirits in place of grain alcohol through the routine chemical examination of cases which had come to autopsy in which the pathological lesions were indefinite.²

In two articles by the author, written on the workings of the chief medical examiner,³ was explained in greater detail the work of the office and the functions of the medical examiner.

The difficulty in abolishing a long and well established office, as was the coroner's, is abundantly illustrated by the discussions which took place before the senate committee on city affairs in 1915. The arguments presented by the representatives of the coroner's system were that the coroners' physicians had surveyed a very large number of cases, that they were competent in view of this fact, that the establishment of a medical examiner's office would entail an extraordinary expenditure of moneys,—some claiming that a satisfactory substitute of the system could not be maintained under less than half a million dollars a year. As a mere matter of fact, the medical examiner's office was created with a budget of about \$65,000 less than the coroner's budget for Greater New York. The favorite arguments of the coroners were that they were the protectors of the rights of the people, that the new

system was instituted purely for the benefits of the medical colleges and that the introduction of a new system was merely a scheme to obtain sufficient autopsies for medical purposes. Glaringly false statements were made in the hearing.

THE MEDICAL EXAMINER FACES PERPLEXING PROBLEMS

One of the most serious tasks that the medical examiner performs is the determination of criminal negligence in accident cases. This consists in the investigation of the circumstances surrounding the deaths in various industrial accidents, the analysis of poisonous fumes in manholes, the deaths resulting from careless cyanide disinfection, either in rooms or in the holds of vessels, deaths resulting from salvarsan poisoning, deaths resulting from structural defects in wood from dry rot and in the careless construction of buildings and other structures in general. In fact, the policy of the office is to bring out all the facts, medical, pathologic, or chemical and to present all such evidence in proper fashion, making direct and trustworthy inferences and at the same time to avoid the danger of looking at facts through the spectacles of theory.

The numerous cases of asphyxiation by illuminant gas which this office handles yearly present a subject of considerable importance to the commonwealth. The duty of the office is not merely to give a correct determination of the cause of death, namely, whether accidental, suicidal or homicidal, but to report to the proper authorities any negligence or carelessness on the part of the landowner or tenant in connection with the attachments of the gas tubing to the heating and illuminating apparatus or structural defects causing leakage of

² For statistics of methyl alcohol poisoning for the years 1918-19 in New York city, see "Lesions in Wood Alcohol Poisoning," N. Y. Med. Jour., Apr. 3, CXI, No. 14, p. 583, 1920.

³ Practical Pathology, L. I. Med. Jour., vol. 12, pp. 201-210. The Office of Chief Medical Examiner; Its Relation to the Public, the District Attorney's Office, and the Medical Profession, N. Y. State Med. Jour., May, 1919.

coal gas from water heaters or furnaces. There have been a number of accidental deaths due to the habit of a few of the keepers of boarding-houses of turning off the gas at stated hours and again turning on the gas in the early morning hours when the tenants are still asleep, the burners being turned on. One of the difficulties we have experienced is that there is no single department which has responsibility, to whom such cases can be referred with a certainty they will receive prompt attention and action. The inadvisability of the use of rubber tubing for gas connections was called to the attention of the board of aldermen a few years ago and it is expected that action will be taken to prohibit its use in connections of this kind.

I wish to call attention to the necessity of performing autopsies upon all suspected cases, namely, all those cases in which the diagnosis cannot be made beyond reasonable doubt. Curious illustrations have occurred in this office to indicate how important a matter this is to the community. For instance, we have had two cases within the past several months of supposed criminal abortions in women in their early forties, upon whom criminal abortions have been performed, and who at autopsy were found not pregnant. The department examines cases rejected by the department of health and death certificates signed by apparently reputable physicians have disclosed cases of acute gastro enteritis which turned out to be peritonitis following criminal abortion, and cases of suicide in women supposedly pregnant (one case up to the seventh month, in an elderly married woman), autopsy revealing that there was no pregnancy, pregnancy being feared due to the appearance of the menopause and poison being taken to deliver a supposed foetus.

THE NEED FOR EXPERTS

The medical examiner and all his assistants should be well trained pathologists. Medical jurisprudence is not a separate art of medicine. Pathology, the study of the lesions presented by the dead body as well as the living, is the foundation stone of medico-legal medicine,—a statement which has the authority of Virchow, Orth, Kolisko and all those who are recognized experts in this line of medical investigation. The training of young physicians for this work is of equal, and I may say of more importance, to the state than that of the training of public health experts. A national movement is being brought to the front by public discussion to improve the public health service. I offer as a suggestion that there are many points of similarity in the training of medical examiners and of public health officers in the fundamental branches of sciences involved in these two important services, namely, that of pathology, bacteriology and general hygiene.

Accuracy in the certification of the causes of death in an office handling every year about one-tenth of the mortality of the city of the size of New York is a function of wide significance and of national importance. Under the circumstances surrounding the majority of the deaths handled by the office, it is hopeless to expect to obtain correct certification, at least, in any degree approaching perfection. Clinicians who have for days or weeks been unable to diagnose correctly many of their cases when these are checked up by the only reliable guide, namely, by post-mortem observation, it is beyond all reasonable demands to expect of the office of medical examiner accuracy of statistics. Autopsies are performed in only a small percentage of the cases (about 10 per cent) which they pass

upon. The health authorities still persist in asking further information than is furnished on the death certificates in regard to clinical information which is largely unobtainable. For instance, the etiological factors involved in nephritis, arteric sclerosis, whether the pneumonia is influenzal or if primary or secondary. Many of the questions asked are even difficult to determine after a most careful microscopic and bacteriological examination following autopsy.

The beginnings of a modern progressive medico-legal institute have been

made. Financial assistance will have to be given to a greater degree than this office has been given, in order to maintain a system commensurate with the demands of possibly the largest city in the world. At the present time the greatest difficulty is experienced in performing the necessary microscopic and bacteriological studies of the viscera and the serological tests to detect the presence or absence of human blood. The funds for this work are at the present time obtained from private sources.

A COUNTY MANAGER CHARTER IN MARYLAND

BY H. W. DODDS

A county charter, abolishing the county commissioners in favor of a council and manager is now before the voters of Baltimore County. :: :: :: :: :: :: :: :: ::

COMMISSION PROPOSES COUNTY MANAGER CHARTER

LATE last May, the commission elected to draft a charter for Baltimore county, Maryland, reported a thoroughgoing county-manager charter similar to the city-manager plan now in force in 185 cities throughout the United States. Its backers are confident that it will be approved by the people at the election next November, although in the face of stiff opposition from the dominant political machine.

If adopted it will establish the first county manager in the United States, and will be the fifth home rule charter in the country; the four California counties which drafted their own charters having stuck to the commission form.

Under an amendment to the Maryland constitution adopted in 1915,

counties are empowered to frame their own charters. Baltimore county is the first to take advantage of the privilege. At the election last fall a charter commission was authorized and the members elected. After more than six months' deliberation they concluded that the city-manager plan could be applied successfully to county government.

The proposed charter abolishes the present county commissioners, and substitutes an elective legislative council which is to select a full time manager as the executive head of the county. The administrative work is apportioned among three departments under heads nominated by the county manager. Practically all functions except those pertaining to the judiciary are to be transferred to the new council and manager.

THE COUNTY HOME RULE AMENDMENT

The home rule amendment to the Maryland constitution requires the county commissioners upon petition of 20 per cent of the registered voters to submit to the people the question of whether or not a new charter shall be drafted. The personnel of the commission to serve in case the voters decide in the affirmative is determined at the same election.

The constitution lays down certain general lines which must be followed. It is directed that each charter shall provide for an elective legislative body to be known as the county council, in which shall be vested the law-making power. It shall have power to make local laws on any subject covered by the general enabling act, to be passed by the legislature to give effect to the amendment, and no local law may be passed on that subject thereafter by the legislature. The council shall sit but one month of each year as a legislative body, although it may sit oftener as an administrative body. Its presiding officer is to be known as the president of the council and he may or may not be the chief executive officer. The county laws must be published once a week for three successive weeks in at least one newspaper. With these exceptions, the constitution refrains from positive specifications as to the structure of the government which may be set up.

The scope of the powers which may be exercised under a home rule charter is determined from without. In the first place the legislature is directed by the constitution to set forth a grant of express powers to counties framing their own charters, which powers may not be enlarged or extended by any county charter. The express powers authorized by the act of 1918 cover the usual county activities and are enu-

merated below. In the second place no home rule charter can disturb those officers provided for by the constitution or by general law. It can modify the county government only in so far as it is the creature of local legislation. One exception has been made in the case of the county commissioners. Although they are constitutional officers, they may be abolished under the amendment of 1915 and the enabling act subsequently passed.

A number of the present county officers are completely described in the constitution and these must be accepted by the charter commissioners and the voters. The proposed charter of Baltimore county has, therefore, to build upon a foundation of "state" officers prescribed by the constitution. Moreover, in Maryland a law to be a general law need relate to two counties only so that the possibility that the legislature may still interfere in local affairs under the guise of general legislation remains. If the voters of Baltimore county approve the charter before them at this writing, they will however modify the whole mass of local legislation relating solely to the government of their county, and they will have erected a county legislative body able to pass local laws within the limits of the constitution and general law unmolested by interference for the moment at least, on the part of general assembly in strictly local affairs.

The system of special legislation in Maryland, in common with some other southern states, is specially iniquitous, and the great virtue of a home rule charter exists in the fact that it will dissolve an entangling alliance with the legislature. If you wish to know the complete organization of any county you must examine the code of that county, a volume of from 100 to 500 pages. The public local laws regulate local government in absurd detail.

The Baltimore county code provides that swine are not to run at large within 15 miles of Baltimore city; that the coroner in the twelfth district is to be appointed by the governor; that no horse or other animal may be driven faster than six miles an hour within one mile of the library hall in Catonsville.

With respect to local affairs tradition prescribes that the wishes of the local delegation in the legislature shall prevail. Baltimore county has its political boss, whose control is perpetuated because the legislature always yields to him in local matters. Under the home rule charter this infinitely detailed interference by the legislature, in accordance with the wishes of the boss controlled delegation from the county, will cease. Such matters will now be fought out at home in the county council.

LOCAL CONDITIONS UNUSUAL

Baltimore county is adjacent to Baltimore city and may be described as mixed suburban and rural with two or three developing industrial centers. It is the wealthiest county in Maryland with a population of about 100,000. Its farming land is of the best and it boasts many rich country homes. In 1851 Baltimore city was cut off from the rest of the county and since then has enjoyed practical city-county consolidation. As the city has grown, successive sections of the county have been cut off and joined to it.

Baltimore county is unique in that there is no incorporated town or city within its confines. The only local government therefore is the county government which administers fire and police protection, public health, sewage, roads and sidewalks, etc. Electric light, gas and water are supplied the closely built up sections by private companies. The urban communities

are at the mercy of the county. They cannot even enforce the laying of a sidewalk or a sewer, but must await action by the county authorities. They feel especially their weak position towards the public utilities. All extensions of service are paid for by consumer, for whose benefit the extensions are made and consequently certain districts which feel entitled to the conveniences of gas or electric light must forego them.

By recent action of the legislature the wealthiest and most densely populated section was annexed to Baltimore city. The county has therefore lost its largest taxpayers although its expenses, for the most part roads and school charges, have remained about as high as ever. Consequently, the burden on the remaining taxpayers has been proportionately increased. The failure of the county administration to meet the special needs of the urban districts and the obviously low returns on a dollar spent in taxes have convinced many influential residents that something is wrong with the county.

THE PRESENT ORGANIZATION OF BALTIMORE COUNTY GOVERNMENT

The judges of the circuit court, judges of the orphans' court, county commissioners, sheriff, state's attorney, clerk of courts, register of wills, justices of the peace, coroners, constables, and surveyor are constitutional officers. The treasurer's office is established by general law. With the exception of coroners, justices of the peace and constables, all are elective. With the exception of the commissioners none of these officers can be abolished by a home rule charter. However, the others, with two exceptions, are judicial or peace officers performing functions in which the state has an interest.

In Baltimore county the duties of the sheriff have been much diminished. The county jail is in charge of jail warden appointed by the commissioners, the sheriff's major work, as a peace officer, being merely to transfer prisoners from jail to court or penitentiary. For the most part he acts merely as the ministerial agent of the judiciary. He is no longer the chief conservator of the peace, the protection of persons and property in Baltimore county being entrusted to a police force appointed by the commissioners and serving under a chief marshal.

Education is under a board of county school commissioners, forming an independent body politic and corporate.

The five county commissioners of Baltimore county, elected by districts, are the chief administrative officers subject to many limitations of local law imposed by the legislature. They have charge of roads, streets and bridges in coöperation with the roads' engineer appointed by the governor, and they appoint the road supervisors. They exercise general supervision over the jail through the jail warden and they appoint and supervise the members of the police and fire departments, grant franchises to public utilities; appoint tax collectors and assessors and sit as a board of review over assessments; levy taxes for all county purposes; appoint county health officers, establish garbage disposal and sewerage systems and appoint directors of the poor. A budget of about a million and a quarter dollars is expended annually under their direction. Because there are no incorporated areas in the county, the functions of the commissioners are more extensive than in most counties, many powers being such as would be delegated to the municipalities were the urban districts organized as corporate units. Most of the subordinate administrative officials

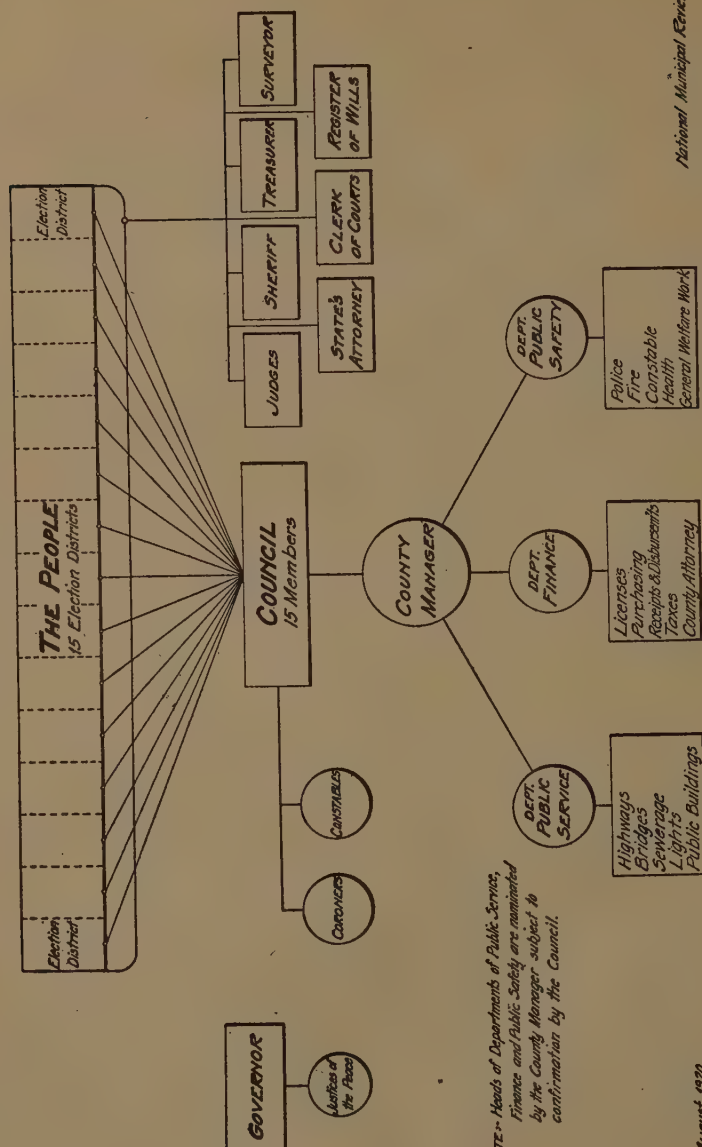
are appointed and removable by the commissioners.

THE OLD ORGANIZATION BREAKS DOWN

Road administration, which includes the building and maintenance of paved streets and sidewalks, costs 700,000 dollars annually or about three times as much as the school system of the county. It has been a rich source of political spoils and has caused wide dissatisfaction. Attempts to better it by patching up old methods have been most disappointing. With the commendable motive of removing politics from road work, the legislature a number of years ago created the office of roads engineer to prepare preliminary surveys and to pass upon road work to insure that it was being performed in accordance with specifications. The engineer is appointed by the governor and removable by him alone, and the ultimate effect has been to break up the road organization into two parts with all attendant evils, including excessive overhead expense.

Fortunately exact data are available as to the efficiency of the present system of road administration by politically interested county commissioners and their appointed road supervisors. Five years ago the federal office of public roads and rural engineering surveyed Baltimore county roads. They discovered that while the supervisors spent 28 per cent more money per mile to maintain the improved county roads than was spent by the state on the more heavily traveled state roads in the county, the condition of the former was most unsatisfactory and the cost out of all proportion to results obtained. All the wastes that go with old-fashioned, slipshod management were revealed. The commissioners were found to exercise no adequate control over the fifteen district road

**PROPOSED COUNTY MANAGER CHARTER
FOR
BALTIMORE COUNTY, MARYLAND**



NOTE:-- Heads of Departments of Public Service, Finance and Public Safety are nominated by the County Manager subject to confirmation by the Council.

supervisors, who ordered material and contracted obligations at will. Although their bills must be presented to the roads engineer for approval, he has no control over their expenditures and the best he can do is to check extensions and add the totals of the supervisors' figures. The bookkeeping system was so defective as to supply no information as to obligations incurred by the supervisors; it only showed the undisbursed balance in the county fund. Grossly excessive or fraudulent bills could never be discovered. In the words of the report: "The entire system of disbursing, accounting and reporting seems to have been designed for the express purpose of relieving all parties of responsibility." The commissioners and supervisors evinced little willingness to consult with the expert roads engineer, and since they could ignore his reports on quality of material and merit of plans, public interest usually yielded to political expediency.

The good people of the county were much exercised by this report. If county government had broken down in the exercise of its principal functions was it not a fair supposition that it was rotten in other respects as well? The charter to be voted on in November spurns any suggestion of patching up an old unworkable scheme and proposes an entirely new deal in county affairs.

THE CHARTER

Under the terms of the charter the county council is to consist of fifteen members chosen by districts for a term of three years. A member must be a resident of the district he represents, and one third of the membership is to retire each year. Election of members is to be by means of a non-partisan ballot and nominations are to be made by petition. Members of

council shall receive a *per diem* of five dollars and travelling expenses. The month in which the council shall sit as a legislative body shall be the month of December. The law-making and administrative powers of the council cover, in accordance with the general enabling act, county property and franchises, the erection and maintenance of county charitable and penal institutions, drainage, election districts, provision for indexing and keeping all court records, health and nuisances, highways, bridges, and streets, live stock running at large, local fish and game regulations. It has the same power over assessments, levy and collection of taxes as that of the present commissioners. And finally the power to appoint and remove all county officers whose selection is not otherwise provided by the constitution or general law, and to provide for a merit system if desirable. The council is to elect as chief executive officer a county manager for an indefinite term at a salary of \$5,000 which may be increased, if expedient, to \$6,500. Upon assumption of duty by the county manager, the board of county commissioners shall cease.

The county manager as well as the heads of the three departments may be removed at any time by a two-thirds vote of the members of the council. The head of each administrative department is to be nominated by the county manager, subject to confirmation by the council, for a term of four years. The framers evidently intend that the election by the council is to be no mere perfunctory ratification of the manager's choice since in another section it is provided that "It shall be the duty of said council to elect, as soon as practicable the head of the different departments." The terms of the department heads are not to expire together, for it is provided that "the

appointment first made shall serve for two, three and four years respectively, to be determined by lot." Their salaries are to be 3,500 dollars a year, subject to an increase to 5,000 dollars if desirable. No authority is given to the manager to remove a department head.

The executive departments authorized by the charter are as follows: (1) Department of public service under which is grouped highways, bridges, sewerage, light and repairs to public buildings. (The old roads engineer, being a creature of special law, is to be abolished.) (2) Department of finance which covers licenses, purchasing, receipts and disbursements, taxes and county attorney. (3) Department of public safety which is to handle police, fire, constable, health and general welfare work.

However, this plan of departments is "subject to such changes, alterations, rules and regulations as may from time to time be deemed expedient and adopted by council."

THE CHARTER CRITICIZED

If the charter is adopted it will mean a more economical and serviceable government for Baltimore county. And it will point a way in all states where county government is failing. The charter commission has been able for the most part to free itself from the over intellectualization and *a priori* reasoning which so often beclouds political thinking, and to follow natural lines of organization. Criticism as to some essential points will not detract from the very real contribution which the proposed charter will make in practice. The framers do not consider it a perfect instrument, but believe its defects can be ironed out later by process of amendment. Many who do not approve of every detail will

support it as a means of gaining home rule for the county. Already the charge of one man government is being used against it. The wish to weaken the appeal of this charge accounts for certain deviations from the usual manager form.

In the first place it is to be noted that Baltimore county enjoys a comparatively short ballot as county ballots go. The only elective officers under the charter will be three judges of the circuit court, three judges of the orphans' court, the sheriff, state's attorney, clerk of courts, register of wills, county treasurer, surveyor, and one councilman elected from each of the fifteen districts. It is to be regretted that provisions of the constitution and general law do not permit a thorough trial of the short ballot-idea. The sheriff, shorn of most of his ancient responsibilities, although receiving a salary out of all proportion to his importance, remains as the executive agent of the court. The ideal arrangement would be for the courts to appoint him along with the clerk of courts and register of wills. Surely, the courts should be allowed to select their own messenger and filing clerks, which after all is the limit of the functions of these officials. The treasurer should be selected by the council in connection with a system of independent audit by a certified public accountant.

Some day we shall free our judges from irksome administrative duties. This has been accomplished in Maryland where the lowest court of record is the circuit court, the circuit comprising several counties, and where justices of the peace are appointed by the governor. The state's attorney should be appointed by the attorney general of the state, for he is in fact but the local agent of the latter. The surveyor is an obsolete officer and should be abolished. It should

be noted that under the old principle of dispersion of power, the very materials with which these officers have to work is supplied them by the county commissioners whose functions the new council will inherit. And the mere legal injunction that the council must supply these other elected officers with all things needful will never bring harmony of purpose and action.

That the ballot was not shortened by making the council alone elective is, however, no fault of the charter commission; and we pause simply to note that, because of the relatively simplified county organization in Maryland under which the distinction between the judicial and administrative functions of the county has been kept reasonably clear, an easy opportunity exists for that state by a single constitutional amendment to bring its county government into exact line with the best scientific thought of the day. The move could be accomplished with no disturbance or interruption in the work of the county, and by concentrating attention upon the election of a single body the grip of the machine, about which Baltimore county taxpayers complain so persistently, would have to relax.

The membership of the council is placed at fifteen in order to give each election district one representative. This is too large for an administrative body and the honorarium is too small. Remembering the unique, mixed nature of Baltimore county, the number may not be too large for a successful policy framing body. Under conditions such as obtain here, proportional representation would have secured thorough representation to each interest, rural, urban and industrial. The large size of the council may bar it from minute examination of and familiarity with each administrative detail, and this may give the manager

and his cabinet a freer hand to follow a consistent policy. The tendency will be to concentrate attention on the broad phases of the manager's work rather than to allow little differences of detail to muddy the pond. "He couldn't see the forest for the trees" expresses a weakness which municipal officials share with the rest of us. It may well be that the large size of the council will encourage a division between administrative and policy framing functions to the extent to which such separation is possible or desirable.

The county manager is to be chosen by majority vote of council for no specified term. The council is restricted in their choice by no residence requirements. The manager is not, however, to be a member of the council, and the way is clear to secure the best executive and administrative qualifications which can be had for the money.

The county manager or heads of departments cannot be removed except by a two-thirds vote of the members of the council. The heads of departments are nominated by the manager subject to confirmation by the council. These strike one as conflicting provisions from the standpoint of responsibility to the council. Of course the charter commission was anxious to defend itself against the charge that the system is autocratic, but it would have been better to allow the manager free choice in the selection of his subordinates, holding him subject, at all times, to removal by a majority of council. Only in this way can the constant and full responsibility of the manager to the people be maintained.

The provision of a term of years for the department heads is unwise, as is the failure to delegate to the manager the power of removing his subordinates. It will prove most difficult for the responsible head, the manager, to remove an undesirable department chief.

Attempts to do so except in extreme cases probably will only generate greater friction within the organization. In the matter of appointment and dismissal of department heads the charter commission has indicated that it was somewhat out of touch with the best municipal experience under the commission-manager government. The manager may be little more than first among equals. The danger is that the charter has after all provided for an administrative board to work under the council, and that the idea of full responsibility centralized in a single individual will be lost.

Under the constitution the council can meet but one month a year as a law-making body. Twenty-six days may be long enough to pass all needful ordinances but it is hard to understand why they should be required to fall within one calendar month. The council will meet at the call of the president to sit as supervisor of the administration. As noted above, it is empowered to enforce the merit system among the county employes, which is a most commendable move.

The charter contains no provisions respecting a budget system. The manager is to present annually an accurate report of receipts and expenditures, and inasmuch as the council is the taxlevying body the natural course will be to look to the manager for estimates of future receipts and disbursements.

What are the charter's chances of success at the polls? At this writing it is of course too early to state definitely. Progressive citizens of the county won out, in the face of bitter opposition by the political machine, in the campaign to create a charter commission. And they elected as members of the commission the people they wanted and the people they didn't want were defeated. The prospects seem bright therefore for final success at the polls.

THE ECLIPSE OF COUNTY GOVERNMENT

County government is experiencing some hard knocks these days. The halo of antiquity is no longer a sufficient defense for this venerable institution. Unfortunately it is not a dramatic spectacle. In New England it is almost non-existent. In the central and western states it performs a series of routine functions which comprise the minimum which a government must perform¹ in a simple neighborhood. Where people have concentrated within limited areas, we have delegated the new and striking tasks arising from the complexity of urban life to our city government, and the county remains as little more than a geographical expression. In some southern states the early traditions of the county survive simply because cities have not grown up nor industrial life developed to disturb them. Even the old county political convention which helped to recall us to our county allegiance has yielded, reluctantly indeed, to the direct primary. Most of us are men without a county.

We all recognize that the simple duties which the county government performs are necessary and usually we pay our county taxes as automatically as we kiss our wives but grumble more about it. Occasionally we are aroused by extraordinary misuse of county funds. If we live in a city, the county government may be revealed to us as a parasitic survival, duplicating the more effective work of the municipality. Or if we live in the country we discover that all the county's credit has been exhausted in building roads in distant townships with a stronger pull with the commissioners. Having poor imaginations, it has rarely occurred to us that it might be otherwise.

Of late years, however, political

scientists have uncovered two facts. First, that the strength of our state political machine rests on the county organization which in turn feeds at the county court house. Many rural counties spend half a million or more a year. The officials are protected from public censure by a complicated and irrational form of government unencumbered by civil service requirements and the merit system. The half million can therefore be regarded as pure spoils. The wonder is that misappropriation of fees and other naked graft is not more common. Second, although in urban territory of any size county government is superfluous and obsolete, it falls far short of its obligation and opportunities in rural and mixed territories. Mere waste of public funds, demoralizing though it be, does not arouse one until one discovers what might have been done and what may be done in the way of community advancement, public health, education, etc., had the county applied the squandered sums to beneficent purposes. The lost oppor-

tunity of the county is the correct index to its success.

County government has often enough been described as a headless, purposeless organization, for which no intelligible organization chart can be drawn. Recently the joint committee of the New York legislature on taxation and retrenchment in discussing retrenchment in county government asserted:

The old system of county government has broken down entirely in our purely urban counties, and leading citizens and civic bodies in those counties are already actively urging corrective legislation. . . . The mixed counties are in a most unhappy state. In them the old county system is slowly cracking under the tremendous and rapidly growing administrative burdens created by the rapid development of these counties.

The New York legislative committee were not bookish theorists. They were practical men recording an obvious fact, namely, a developing popular conviction that our present county system is obsolete and should be scrapped.

The brightest gleam of hope comes from Baltimore county.

NOTES AND EVENTS

I. GOVERNMENT AND ADMINISTRATION

Developments in Toledo's Street Railway Situation.—The people of Toledo will vote, August 10, 1920, on two bond issues, totalling \$7,000,000, for purchasing and constructing a transportation system. At the present date it seems improbable that any alternative plan will be submitted to vote at the same time.

It will be remembered that after the street railway company had withdrawn its cars from the city in the fall of 1919, following approval at the November election of an ouster ordinance, service was renewed upon order of the federal judge of this district. Acting upon his recommendation, council extended the date of the ouster, and authorized the appointment of a joint street railway advisory commission, one branch of which, headed by W. L. Milner, was instructed to draft a franchise based on the cost-of-service idea, while the other, led by Chairman Henry W. Ashley, was asked to prepare a plan for a municipally owned and operated system. It was intended that when both plans were completed, they would be submitted to vote at the same election, and the electors could take their choice between the two modes of settlement.

With this review of the origin of the street railway commission, I jump to the recent events leading immediately to the present situation. The Milner commission had worked hard for months on their draft of a franchise, conferring with Henry L. Doherty at every step and endeavoring to get his approval of the features they wished embodied in the ordinance. They had great difficulty in getting any concessions from him at all, whereas they, on the other hand, had conceded important points repeatedly in their anxiety to report a franchise ordinance. They finally deadlocked, however, with the main point at issue the valuation of the system. After numerous attempts at an agreement they finally agreed to disagree and all efforts to reach a settlement were stopped.

The Ashley branch of the commission, having been assured by the Ohio supreme court of the city's power to pledge its general credit for the purchase of a transportation system, prepared legislation providing for a bond issue for that purpose, and submitted it to the city council,

May 24, together with a report on the results of their study.

The report referred to, sets forth the present status of the Toledo Railways & Light Company, and recites some of the history of the company's relations with the city. It then presents its reasons for recommending a municipal system. It points to the successful operation of the Toledo waterworks system, compares it with private street railway operation and concludes that if the city can operate a water system efficiently, it is capable of supplying transportation also. The report answers some of the principal arguments usually urged against city ownership, suggests application of civil service rules to employees of the transportation system and points to the possibilities for higher wages to employees than under private ownership.

While the commission does not present a definite plan for a transportation system, it recommends that in the event of the approval of the bond issues by the people, council authorize the appointment of a commission to present concrete, detailed plans and recommendations.

The ordinance originally presented proposed a vote on a single bond issue of \$7,000,000 for "acquiring a transportation system." On the advice of the law director this measure was replaced by two ordinances, one of which proposed a bond issue of \$3,000,000 for "acquiring" a transportation system and the other a bond issue of \$4,000,000 for "constructing" a system. This change was made because it was feared that the word "acquiring" might be so construed as to limit the use of the funds to the purchase of the present system, whereas, it was desired to use them in part for construction of new lines. The plan proposed by the commission contemplates the purchase of only those parts of the present street railway as are to be left in the system, and as are in good condition, leaving the worthless portion of the property in the hands of the company. With the remainder of the funds they would buy motor buses and establish bus lines where that would seem expedient, and lay down new lines and purchase new rolling stock as the need developed.

The commission plans to make a strong cam-

paign for approval of the two bond issues, regardless of whether an alternative measure is proposed. It is possible that the company will initiate on their own account a franchise ordinance, and submit it to popular vote at the same time.

WENDELL F. JOHNSON.¹



Seattle's Street Railway Troubles.—The city of Seattle took over the ownership and operation of all of the city street car lines, except one, on April 1, 1919. Prior to that time the private company had not been making money, was facing advancing wages and costs and was agitating for an increased fare. Its effort in the latter direction was blocked by the existence of a state statute fixing the maximum fare at five cents.

When the city took over the lines the wages of the employes were increased, some new equipment was purchased and the city found the price of its supplies high and rising. The superintendent of public utilities effected some economies and endeavored to effect others, but the amount saved by these was not substantial and the end of the year 1919 found the municipal lines behind to the extent of about \$500,000, if proper allowance were made for depreciation. The financial situation continued to grow worse until the municipal election, which resulted in a change of administration and a change in management of the municipal lines. Further economies were effected and an attempt was made to regulate the jitneys, but the financial situation of the system grew constantly worse until the city treasurer found it necessary to announce that he must put the street railway fund upon a warrant basis unless the fares were raised.

There had been some discussion of increased fares prior to this time, but the mayor and superintendent of public utilities had opposed any action in that direction. In the face of the growing deficit, however, the mayor assented to a six-cent fare and later to a seven-cent fare. In the meantime the efforts to regulate the jitneys had been successful and an ordinance passed which placed them largely under the control of the superintendent of public utilities. The jitney operators attempted to enjoin the enforcement of the ordinance in the federal court, but were

unsuccessful. The regulations which have been recently announced require that the jitneys run upon a definite time schedule between certain termini; that they run regularly, with increased service during the peak of travel; that they follow routes along streets not traversed by street cars, and establish their downtown termini at points outside of the crowded central district. It is too early to be certain how these regulations will affect jitney competition, but it seems likely that they will very largely eliminate it.

On June 14 the city council finally passed an ordinance providing for a ten-cent cash fare, but for the sale on the cars of metal tokens at the rate of four for a quarter. The theory of the ordinance is that the regular patrons of the street car lines will pay but the six and one-fourth-cent fare, while the casual riders will pay the ten cents. The ordinance has not yet been signed by the mayor and no estimate has yet been made public as to the increased revenue which is expected to result from this change.

It should be understood that the municipal lines are expected to pay and have been paying the interest upon the \$15,000,000 worth of bonds issued for the acquisition of the system and that in 1922 they will be called upon to make a payment of \$833,000, in addition, upon the principal, and that that yearly payment will continue until the lines are entirely paid for.

At the mayor's suggestion the city council has made an appropriation of \$10,000, which has been turned over to the mayor for the investigation of the street car purchase, to determine whether there was any fraud or misrepresentation connected with the transaction and whether the city has received all of the property which it purchased. The mayor has several times stated that it is his belief that the city was "bunkoed," and it is hoped that the investigation planned will disclose the facts. Up to the present time, however, no evidence of fraud, misrepresentation or graft has been made public by anyone.

The \$15,000,000 worth of bonds issued for the lines are secured by the utility only, but are made a first lien upon it, with the result that if the lines fail to pay the interest upon the bonds, the principal payments, and maintenance and operation of the lines, the general fund will be called upon to meet the deficit in maintenance and operation. At the present time there seems to be a strong sentiment in favor of protecting the general fund against any call to meet these deficits.

FRED W. CATLETT.

¹Secretary, Toledo Commission of Economy and Efficiency.

Milwaukee to Conduct Salary Survey.—Two years ago Milwaukee city employes were granted a flat increase of \$10 per month, and last year practically all of them were granted an additional flat increase of \$25 per month. This action was last year excused by the councilmen with the statement that they had not sufficient time to adjust wage increase demands in any other way. The tendency of the flat increase of course was to disarrange proper relations between positions as outlined in the J. L. Jacobs salary standardization plan of 1918.

Recently the common council directed the Milwaukee city service commission to conduct a new survey, and also provided \$2,500 for the purpose. The survey will affect about 2,400 persons, and involve a payroll of approximately \$5,000,000. The work will be done under the direction of Mark H. Place, secretary of the city service commission, and Harold L. Henderson, director of the citizens bureau of municipal efficiency.

It is proposed to keep intact as far as practicable the Jacobs classification in effect here for several years. It is probable that a comparative study will be made of salaries paid here and in other cities so far as these may be ascertained for positions corresponding to those classified in Milwaukee. There will be some adjustments due to changes in duties of individuals since the last preceding survey. There will also be investigations with reference to living costs and general employment conditions so far as they may bear on the situation.

The whole problem of higher positions, which has never been thoroughly considered in Milwaukee, will be reviewed.

An important development which may greatly affect the classification is the proposed institution of a pension system for all city employes. A pension commission is now at work and expects to have a report ready by the first of the coming year.

It may be mentioned incidentally that employes in one of the city departments are talking of presenting a demand for a 40 per cent increase in salaries.

Indirectly connected with this survey, and indicative of an improvement in conceptions of public service is the fact that the Milwaukee city board of estimate has named four of its members as a committee to investigate various departments and generally outline data for the use of the board of estimate in preparing its next

budget. This committee may become permanent for the life of the present council. Efficient work by the members of the committee has been made probable because of the four year term of councilmen. There is expectation in the city hall that its work will be sincerely done with a minimum of regard for partisan political considerations, because the members of the committee will not be up for re-election for at least another four years.

The crisis to which the proposed inquiries indicated above are immediately attributable lies in the fact that the city has reached its tax limit, and is in need of additional funds. Like most other cities of the country, Milwaukee has no adequate investigating staff: The work now to be done with the aid of outside experts may result in the establishment of a permanent staff in connection with the board of estimate, to continue the studies and inquiries from year to year. Milwaukee has always had a fairly businesslike budget procedure, but usually has made up its budget at the last moment, with the unsatisfactory results general to undertakings carried on in a hurry. This year, by gathering information months ahead of the customary date, its budget making should be more thorough.

GEO. C. NUESSE.¹



Three Building Zone Ordinances.—Portland, Oregon, has recently passed a zoning ordinance and the city plan commissions of Detroit and Milwaukee have drafted zoning ordinances which are before the city councils for adoption.

The Portland ordinance was the result of some 18 months of careful study and more than 150 meetings and conferences by the City Planning Commission and neighborhoods and property owners affected in all parts of Portland. It combines the principal protective features of the Alameda, Los Angeles, St. Louis and New York zone ordinances, and applies to new building permits only, existing buildings and uses not being affected, even though they fall outside the respective zones proper for them.

It covers use of property, building heights and area requirements. Under the latter, single-family dwellings are required to cover not more than 40 per cent in area of the lot at grade nor more than 30 per cent above a level more than 16 feet above grade. It was found that practically all homes in class 1 districts (those dis-

¹ Field Secretary, Milwaukee Voters' League.

tricts limited to single-family house) at present cover but from 20 to 25 per cent of the lot and that, therefore, the regulation imposed would not be onerous.

In the matter of building heights, ten-story height districts with a limit of 130 feet were established for the central down-town district only. A few buildings of 14 and 15 stories already exist in this section, but according to testimony of owners and the assessors of property, these are not profitable.

The ordinance establishes eight kinds of classes of use districts as follows: single family dwelling; any kind of dwellings; retail businesses; offices; wholesale and retail businesses; ordinary non-offensive industries and businesses; odor and smoke producing plants; public and semi-public buildings and parks, etc.; hospitals, charitable institutions. It will be subject to popular referendum at the general election next November.

The proposed Detroit ordinance likewise establishes use, height, and area restrictions. There are to be two classes of residence districts, the first to exclude multiple dwellings and apartment houses and the second to include them. Commercial, industrial and unrestricted districts are also established. Five districts are established under the height restrictions, 35 feet, 55 feet, 90 feet, 125 feet and 150 feet. In the last three, if width of street permits, additional height may be obtained up to certain limits by setting back upper stories from street lines. Restrictions as to area of lot which may be occupied by buildings vary from 90 per cent above first story in the most congested districts to 30 per cent of lot in the most restricted residential districts. No provisions of the ordinance are to be retroactive.

The zoning ordinance under consideration by the Milwaukee city council creates four use restrictions, residence, local business, commercial and light manufacturing, and industrial. Local business districts admit retail stores; the manufacture of products chiefly for sale at retail on the premises and public garages. For purposes of height restrictions the city is divided into four districts also, the maximum height in each district being 125 feet, 85 feet, 60 feet and 40 feet respectively. Area restrictions are arranged in four classes. In the most congested districts buildings cannot cover more than 90 per cent of an interior lot although 100 per cent of a corner lot may be occupied. The

percentage diminishes to 40 per cent for an interior lot or 50 per cent for a corner lot in the fourth or least intensively developed districts.

Pension System for Milwaukee City Employees.

—A complete pension plan for all city employees has been formulated by Donald F. Campbell, actuary, and his assistant, John P. Dillon, and is now under consideration by the city pension commission and the advisory committees of city workers. The plan, which will probably be approved, includes old age pensions, pensions for widows and children, payments for disability whether incurred in the performance of duty or otherwise.

The total cost to employees is $4\frac{1}{2}$ per cent of the salary of men and $3\frac{1}{2}$ per cent for women. The public contributes $13\frac{1}{2}$ per cent for policemen and firemen, because of the greater hazard they are subjected to; $9\frac{1}{2}$ per cent for other male employees and $7\frac{1}{2}$ per cent for women employees. The contribution from each employee is set aside, together with the contribution from the public, as a separate fund to the credit of each individual in the city service, interest at 4 per cent being compounded. If an employee leaves or is dismissed within ten years after entering the service he is entitled either to a refund of all payments made by him with interest at 4 per cent, or he may elect to leave the fund to his credit, when it will earn interest at $3\frac{1}{2}$ per cent until he reaches the age of retirement. Upon reaching the age of retirement (65 years and 57 for firemen and policemen) the employee will receive for life the annuity which can be purchased by the amount to his credit. Standard mortality tables are used to compute the amount of this annuity, which will vary from 6.6 per cent of the salary received to 75 per cent, according to time of service.

This is claimed to be one of the most scientific and complete pension plans for city employees. There is nothing haphazard or doubtful about it. A fund is set aside for each individual employee, who can always know how much is to his credit. There is no common fund from which pensions are drawn with the possibility that at some future date it may fall short. The cost to the city is estimated at \$1,000,000 annually.

The report of the pension commission is to be ready for presentation to the common council by December 1, next, in time to enact its provisions into law at the next session of the state

legislature. The commission was appointed under authority of a law enacted in 1919 and organized in October, 1919. Its members are John H. Manschot, president; E. W. Heller, Thomas M. Duncan, Carl Zaiser and Ald. H. O. Kent. Walter J. Mattison, assistant city attorney, is its legal adviser. Messrs. Campbell and Dillon were engaged as experts to devise the pension system. Employees in all city departments have organized and appointed advisory councils and consulting committees through which they keep in close touch with what the commission is doing and offer suggestions and advice.

J. E. HARRIS.



Galveston Charter Amended.—At the election last November the candidates for commissioners of the new city party were elected by an overwhelming majority, on a platform supported by organized labor and pledged to reduce street car fares and to submit certain charter amendments providing among other things for the initiative, referendum and recall. After some delay, the new city commission made public a list of proposed amendments just one week before they were actually submitted to the voters, although it is charged that for many months they had been quietly organizing the city employees and the labor unions to support them.

The amendments, twenty-six in all, were adopted by the voters at the recent election. The recall provision applies to all elective officers. Under the charter, as it now stands, the board of commissioners is empowered to compel interchange of service by public utilities and to regulate rates and fares as well as to prescribe standards of service. Municipal ownership of public utilities is possible as well as the issuance of bonds for the purchase of same, and it is expressly provided that no bonds issued to purchase public utilities shall be a lien on anything except the utilities themselves. A number of other amendments such as the ones to authorize workmen's compensation for city employees, to regulate methods of assessment and to establish improvement districts would seem to add nothing to the powers already possessed by the commission. The three amendments which permit the commissioners to increase the salaries of city employees and to establish a two platoon system in the fire department and the eight hour

shift in the police department were supported naturally by the city employees and organized labor. The people were urged to vote for all of the twenty-six proposals on the ground that they were necessary to enable the city to carry out the provisions of these three.

One amendment adopted is directed against the short ballot and makes the assessor and collector of taxes an elective officer with a term of two years.

The methods followed by the city commission in preparing the proposed amendments under conditions of strict secrecy aroused considerable suspicion and it was clearly the sections providing for the relief of city employees which carried the others.

Much of the fight centered around the Galveston Wharf Company, in which the city at present owns a one-third interest. This one-third is exempt from taxation and since the receipts from taxes on this share would be more than the dividends received by the city as a stockholder, many felt that the city would be better off if it sold out its interest. The proposal, looking towards the sale of the city's share of the property of the wharf company was therefore passed.



Postal Salaries Increased.—One of the final acts of the recently adjourned congress was the passage of the bill increasing the pay of postal employees. For months a special congressional commission had been at work endeavoring to study and classify the men who handle and deliver the mail in the United States. The report from this commission was made only a short time prior to the close of the congress and accompanied a suggested bill to relieve the situation.

According to estimates the total increase will be \$34,375,087 to be distributed among 300,000 employees. The lowest salary for clerks and carriers will be \$1,400 and the highest \$1,800. Railway clerks will receive from \$1,600 to \$2,300. Rural carriers will receive \$1,800 for a route of twenty-four miles and \$30 per year for each mile in excess of twenty-four.



New Billboard Ordinance for Toledo.—Toledo has adopted a drastic billboard ordinance containing the provision of the Chicago ordinance prohibiting the erection of a bill-

board in a residence district unless under the written consent of the owners of a majority of the property fronting on the street. The ordinance calls attention to the increased possibility of fires and accidents caused by billboards and condemns them as affording additional protection to crime and indecency.

A similar ordinance has been sustained by the United States supreme court.



"Home Rule" for Minneapolis.—After several failures in the past to draft a home rule charter for Minneapolis which the voters would approve, another charter commission, appointed by the district court as prescribed by law, has prepared a charter for presentation to the voters at the election this autumn. At its first meeting the charter commission decided to confine its efforts to making the present charter effective as a home rule charter. The commission does not intend to construe broadly the word "effective."

Its declared proposal is to get together the charter enacted by the legislature in 1881 and all laws subsequent to that time, both special and general, which have in any way modified it. They will then be properly arranged as to content and sequence and submitted as the charter of Minneapolis. The people will then vote merely upon the question of whether they prefer the power to amend their charter by their own votes rather than by the state legislature.

Illinois Primary Act Declared Void.—The supreme court of Illinois at its June term declared void the primaries election act of 1919, and directed that the general primary election act of 1910, with later amendments made prior to 1919, remain in force. The decision was important with respect to the election machinery of the state, but of special significance to Cook county, inasmuch as its effect will be to replace the Republican county central committee for Cook county controlled by Mayor Thompson by the previous committee controlled by his political opponents.

The act of 1919 provided that a political party to be recognized as such was required to have cast at least 5 per cent of the entire vote at the preceding general election. It also withdrew from the operation of the primary election law, cities under 5,000 population, certain county and court officers and the delegates-at-large to the national political conventions. The court held that the provision of the act which authorized the county central committee of each party in counties having a city of 500,000 or more to divide the territory outside of such city into districts to be known as county committeeman's districts was void inasmuch as it conferred arbitrary discretion upon the county central committee. Certain other phrases in the act which were clear cases of bad draftmanship were construed literally and so read were held to violate the constitutional provisions regarding the freedom and equality of elections.

II. MISCELLANEOUS

The Recall in Orange, N. J.¹—The steps in the "recall" movement now pending in Orange, New Jersey, were taken as follows: Civics, an organization interested in placing the commission government law on the statute books in this state, was, of course, interested in seeing that no politics shall be played with it, since that was the primal reason for its introduction. Three commissioners of Orange combined to play politics with this form of government. Several instances showed the tendency to be unmistakable, but the discharge of seven municipal employes, for none other than political reasons, capped the climax and aroused popular indignation to such a pitch, that Civics could not resist

the pressure put upon it to put the recall under way. One of the commissioners, the mayor, not having served a year as yet, was not subject to recall. The move was therefore directed against the other two. Civics called a meeting of citizens; explained the situation and the method of procedure and then adjourned, leaving the matter in the hands of the public meeting thus called. Under the auspices of the citizens' committee on recall formed on this occasion, petitions were circulated. Under the law 1,432 signatures were necessary, which must be filed and matters allowed to take their due course. Popular indignation carried the movement up to a certain point and then waned as it usually does. The committee, anticipating this, has settled down to more deliberate pro-

¹ We are indebted for this account to one of the active participants in the recall movement in Orange.

cedure, which makes the present status of the movement (June 15, 1920) a "pending" one, but the indications are that the necessary number of signatures will be in hand in time to make the move coincide with the general election in the fall, thus obviating the one and chief objection, urged by the opposition at a meeting held later, of burdening the city with the expenses of a special election. Meanwhile the committee is deliberating the question whether, in view of the fact that the accused officials are evidently trying the "be good," the actual recall will be necessary at all. This feature will develop as time goes on. On the whole the agitation has been in itself eminently salutary, and the actual recall may not in the end be necessary. If it is, it will doubtless be carried forward to the end.



Success of Los Angeles Men's Club.—The city of Los Angeles, under the municipal playground commission through its city council, has established in the downtown business section what is called the Los Angeles men's club.

Previous to the war, when the question of eliminating the sale of liquor was settled, there seemed to be a cry made for a substitute for the saloon which was commonly known as the poor man's club. During the war the same crying need was shown, and through the efforts of civic organizations in this city, the city council of Los Angeles appropriated the necessary funds to cover altering a three story building, and to meet the necessary rental of same, located in the downtown business section where saloons had formerly held sway. This building has been rehabilitated and there has been established a seven table pool hall, a comfort station, bathing quarters where hot and cold showers may be taken, a canteen restaurant, a library and reading room with game room annex, a large gymnasium, theatre, club rooms, committee rooms and entertainment hall; also concessions where tobacco, soft drinks and shoe shining parlors are available.

During the past year this men's club has proven to be a very useful center for men who were unable to meet the cost of a club established in other sections of the city where higher prices are charged for admission, or collected as dues.

In the men's club a minimum charge is made for pool, food service in the restaurant, baths, etc., while the library, reading room and game

room may be used without cost. The plan of service for the gymnasium and other club room facilities is to charge a small membership fee. For entertainments, lectures and hall rentals a standard fee of rental has been established. The theatre idea has not yet been completed, but we hope to establish an organization whose chief duty will be to promote and put on dramatic affairs that will be of interest to those who attend this center. If this does not prove satisfactory in its attractiveness and service, we have the possibility of renting this to a private individual who will establish a motion picture theatre to be censored by the playground commission in so far as type and character of pictures are concerned.

This institution is controlled and managed under the direction of municipal employes, having at its head a responsible manager. The corps of employes consist of manager, assistant caretakers, pool hall attendants, restaurant help, etc., and to date the income just about offsets all expenditures involved in the matter of maintenance and operation.

Our idea is to make the center self-supporting, and to interest those who attend to such an extent as to create a feeling of ownership; and in this way provide an opportunity for men to spend their leisure time in a wholesome environment.

C. B. KAITT.¹



Sacramento Moves toward City-Manager Government.—A campaign for the establishment of the city-manager form of government in Sacramento, California, has reached the stage where fifteen freeholders are drafting the charter. It will be completed in time to go before the people at the fall election and, if approved by the people, will be ratified by the state legislature in January, 1920, becoming effective on July 1, 1921. Widespread dissatisfaction with the commission form of government which has been in effect in Sacramento for the past eight years led to the city-manager campaign. The defects in the commission form in Sacramento are along the same line as those noted in many other commission-governed cities—divided responsibility, election of amateurs to offices which should be filled by professionally trained men, and consequent extravagance and ineffi-

¹ Superintendent, Play ground Department, City of Los Angeles.

ciency. H. S. Maddox, general secretary of the chamber of commerce, was the first to urge the manager plan for Sacramento. Upon returning from a tour of investigation he announced that a change in form of government was the most important problem facing Sacramento. Business men's, women's and labor organizations united in the campaign for election of the freeholders, and there was no opposition. L. C. Hunter, manager of one of the city's leading mercantile institutions, is chairman of the board. The board has tentatively decided upon the following important points: A small legislative body, elected at large; a short charter and free hand for the city manager in the matter of appointments.



Census Returns continue to be messages of joy or sorrow as the case may be. The Mayor of New York has ordered a police canvass to disprove the government's charge that there are not quite six million inhabitants of the city. Chicago, the second city, is quite content with 2,700,000 and Philadelphia is reconciled to continue in third place with 1,800,000. Detroit lands jubilantly in fourth place with 993,000, to the keen distress of Cleveland which is forced to take fifth place with 790,000. The Boston chamber of commerce calls a meeting to protest Boston's relegation to seventh place with 747,000 and the 773,000 residents of St. Louis mourn a drop from fourth to sixth place in the national batting average. In Los Angeles the census bureau has escaped criticism by allowing her 575,480 residents which makes her the largest city west of St. Louis.

The census bureau deserves our sympathies. There is no way by which it can compromise its difficulties.

Newark Zoning Ordinance Functions.—A determined effort has just been made to repeal the Newark zoning ordinance which excludes residences from the heavy industrial district. This district includes the meadows, which for sanitary reasons are considered unfit for homes. The real estate board, an improvement society and a firm which proposed to build houses on the meadows for its employes, protested that no one was able to tell but that at some future date this region might be suitable for dwellings but the proposal to amend the ordinance was defeated. This is another case in which a city plan has worked for the health and decency of the city.



Portland Prize Award.—The Portland prize, offered by the NATIONAL MUNICIPAL LEAGUE, for the year 1920 has been awarded to Mr. Herman Kehrli of Reed College for a paper on "Milk Inspection and Distribution in Portland." The judges were Mr. M. M. Matthiessen, and the Reverend William G. Eliot, Jr., both of Portland.

Competition for the prize is limited to students of Reed College, and was made possible through the generosity of public-spirited men of Portland, who in 1914 established a fund, the income of which goes each year to the winner.



A curious survival was recently disclosed through a bill introduced in congress to abolish the contract returns office established at the time of the Civil War to guard against fraud and corruption in connection with war contracts. Under the law it was necessary to file in this office a copy of every contract let by the war, navy and interior departments. In introducing the bill, Senator Smoot declared that the office is entirely non-essential.

CITY MANAGER MOVEMENT

PROGRESS OF MANAGER PLAN IN ONE HUNDRED EIGHTY-FIVE CITIES

BY HARRISON G. OTIS

The first installment of this series was published in the May issue of the National Municipal Review. The first two chapters were entitled: "Dixie, Birthplace of the City Manager Idea," and "City Managers in and around Ohio."

The fourth chapter, which will appear in the September Review, is entitled: "Texas and Oklahoma Turn to Manager Plan." ::

III. MICHIGAN MANAGER MUNICIPALITIES

THE state of Michigan is given a chapter all by itself in this series, because of its importance to the growth of the manager movement. There are now twenty-five Michigan cities and villages operating under the manager plan. Twenty-four of these have commission-manager charters and the other one has the old type commission charter but has created the position of manager by ordinance.

Grand Rapids Gives "City Show"

GRAND RAPIDS. Population, 137,634. Commission-manager charter effective March, 1917. Fred H. Locke, the second manager, succeeded Gaylord C. Cummin, May, 1918; salary \$5,000.

Under the new plan the city departments and methods have been so systematized that improvement schedules are carried on with clocklike precision. Last year approximately \$450,000 was spent in street work and the streets opened for traffic prior to November 1. Before the close of 1919 all plans had been completed and contracts written to let April 1, 1920, so that the greatest results may be achieved with the least waste of time.

A complete survey of the entire sidewalk system has been made and every

walk in need of repairs or replacements listed, the property owners notified to make the necessary improvements. Under this plan, 50 per cent of the bad walks have been eliminated and in 1920 there will be first class sidewalks throughout the city.

As to public safety and welfare Mr. Locke reports:

We have greatly increased our fire limits and have eliminated the use of all wood shingles outside the fire district, except quarter sawed shingles.

We have instituted in our fire department the double platoon system, firemen now working in shifts, 24 hours on and 24 hours off. The men are required to give one day in every week to fire inspection work. This has greatly added to the efficiency in this line of work.

We have placed in operation a complete model of a sewage disposal experimental plant, and the results we are attaining are very gratifying and will undoubtedly be the basis used in the construction of a sewage disposal plant to care for the sewage of this city to be built at some future time.

The city has bonded for a \$400,000 tuberculosis hospital. We have also completed a new isolation hospital costing approximately \$40,000.

We have greatly increased our school dental work and school medical inspection work. We have established a social service system, which provides adequate care for all families requiring aid, and in reconstructing these families, placing them on a self-supporting basis as far as possible.

We have added two new bath houses and swimming pools and have made considerable progress in the development of our park system.

In January, 1920, a large and popular exhibit, called the "city show" attracted widespread attention and gave the citizens a chance to become better acquainted with the work of the various municipal departments.

Mr. Locke is forty-four years old, trained as a business executive and was director of public service at Grand Rapids prior to his appointment as city manager.

Increased Intimacy Between City and Citizens

KALAMAZOO. Population, 48,858. Commission-manager charter with proportional representation effective January, 1918. Harry H. Freeman, manager; salary \$6,000.

The most conspicuous change brought about by the new plan of government has been the increased intimacy between the citizens and their government. Typical of the methods employed to bring about this co-operative spirit are:

Municipal exhibit attended by over ten thousand people;

Co-operation with the chamber of commerce and Y. W. C. A. in a series of concerts and community sings;

Co-operation with chamber of commerce in cleanup campaign, over four hundred loads of rubbish being removed by the city;

Co-operation with chamber of commerce and other organizations in conducting "safety first" campaigns;

Selling of six thousand dollars worth of government surplus food at cost;

Selling of coal at cost in ton lots from city fuel yard to amount of \$30,000;

Establishment in health department of clinic for venereal diseases and employment of full time city physician;

Uniting nursing service of private organizations with city forces under direction of health officer;

Adding of over thirty acres to city's park and playground system, seventeen acres being given by Mayor William Upjohn;

Municipal bulletin describing city's work published frequently and distributed to every home in this city;

Attractive annual report full of pictures and comparisons published. Twelve thousand copies distributed to citizens;

The material gains were no less striking than those in confidence and welfare;

More sewer connections were made during 1919 than during any previous year in the city's history;

The water supply was increased by sinking of five new wells at a cost of over \$25,000. A big saving was made when the water department changed from steam to electric power;

Motor pickup sweeper added to street cleaning equipment;

Motorization of fire department continued by addition of \$30,000 motor apparatus. Fire alarm system overhauled and twenty new alarm boxes added.

Nor is the Kalamazoo administration lacking in financial showing:

Assessed valuation increased during the year over \$2,000,000 by equalizing values. Property to the extent of \$82,500 which had wholly or partially escaped taxation was placed upon the tax roll. By strict economy and following a budget system expenditures were reduced \$40,000 under budget estimate. The city sinking funds, formerly neglected, received \$29,000 during the year to apply on deficit, making a total of \$47,000 "salted down" since the new plan was adopted and leaving a net deficit of but \$35,000 which will be cleared up early in 1920.

A stores system has been installed and all purchasing centralized.

Fire insurance rates revised by Michigan Inspection Bureau, because of improvements made. This will yield a saving of over \$100,000 annually in reduced insurance premiums.

An attack has been made upon the Kalamazoo charter by a local politician who was defeated for election to the city commission. As a result of this attack the circuit court has declared the proportional representation feature of the Kalamazoo charter unconstitutional. This decision has been appealed to the Michigan superior court and the case has not yet been heard.

Mr. Freeman is twenty-nine years old, trained in municipal research and community organization.

Restaurants Graded upon Cleanliness

JACKSON. Population, 48,374. Commission-manager charter effective January, 1915. A. W. D. Hall, the third manager, was appointed May, 1917; salary \$4,000.

The finances of Jackson have been reduced to a sound business basis. During the war an operating deficit was created which will be liquidated by spreading it over the budgets for the next three years. The confidence of the citizens is shown in the fact that they recently voted \$521,000 in bonds for public improvements. A scientific topographical survey of the entire city and adjacent territory has been made and improvements are planned with a view to the growth of the city for the next fifty years.

Jackson's government is deeply interested in the human factor. A public health nurse calls upon every new born child regardless of the wealth or standing of the parents. A prenatal clinic has been in operation for three years and a decided decrease in the death

rate of infants has resulted. There are also public clinics as follows: pre-school age, dental, tonsils and adenoids, ear and eye, tuberculosis, venereal diseases, and general medical.

A unique method of controlling the purity of food served in public places is the rating of restaurants upon their cleanliness and general sanitation. The percentage is posted in a conspicuous place for all to see.

Mr. Hall is forty-seven years old, a civil engineer, and served as city engineer at Jackson prior to his appointment as manager.

New Methods Adopted at Muskegon

MUSKEGON. Population 36,570. Commission-manager charter effective January, 1920. I. R. Ellison, manager; salary \$4,250.

Muskegon adopted its new charter by a majority of five to one.

Mr. Ellison reports:

Since the first of January this year the following steps have been taken by the city in its organization:

Made an inventory—the last inventory being made in 1896;

Set up capital account on the books, which had never been done before;

Established new bookkeeping system;

Made survey of insurance on all city property;

Created department of public welfare;

Had all fees turned into the city treasury;

Stopped payment of war tax, which is not required of cities;

City offices to remain open during noon hour—more convenient for working people;

Established purchasing agent and receiving clerk—eliminating thirteen so-called purchasing agents;

Appointed full time health officer and completed organization of department of health;

Established part time venereal clinic;

Addition to city water works of about \$100,000;

Created inspection department covering weights and measures and testing gas, etc.;

Created department of public works, the city

to do all of its own construction work, building of pavements, sewers, etc.;

Created department of engineering with complete organization;

Gave firemen every fourth day off;

Let contract with firm of Hoad & Decker to create a sewer plan for a city of two hundred thousand. Also a contract with Hoad & Decker to create a water works plan for city of two hundred thousand;

A local organization has employed an expert planner to incorporate all utilities into a general plan;

Established eight hour working system for all city employes;

We have a bonded indebtedness of about \$1,503,200. The assessed valuation of the city at the present time is \$26,213,180. The rate of taxes is \$35.76 per thousand whereas the assessed valuation of this city with the adjustment now being made will place it at a valuation of nearly \$50,000,000.

Mr. Ellison is thirty-seven years old, a civil and electrical engineer, and served successively as superintendent at Eaton Rapids and city manager at Grand Haven, Michigan, prior to his promotion to Muskegon.

More Economy and Service

SAULT STE. MARIE. Population, 14,500. Commission-manager charter effective December, 1917. Wilder R. Rich, the second manager, succeeded J. H. Moore August, 1918; and has just resigned to accept the position of manager at Goldsboro, North Carolina at an increased salary. Henry Sherman follows him; salary \$3,400.

During the second year under the new plan the city saved \$26,677. This added to the \$15,000 saved the first year makes a total of nearly \$67,000 debt reduction in two years.

The new water ordinance and increased operating efficiency in the water department yielded a net surplus of more than \$16,000 last year.

The city is conducting a municipal entertainment and lecture course dur-

ing the winter of 1919-20, thereby bringing to the people at actual cost the best talent available. The city has also taken over the band and during the year conducts a series of free band concerts.

Mr. Rich is thirty-five years old, a graduate of the University of Michigan in civil engineering. He served as city engineer at Sault Ste. Marie prior to his appointment as manager.

Means Improvement and Saving

ALPENA. Population, 11,101. Commission-manager charter effective April, 1916. Walter E. Baumgardner, the third manager, succeeded Charles T. Park, June, 1920; salary \$4,000.

Owing to labor shortage improvements have been curtailed as much as possible during the past year. Nevertheless, the city constructed 7,550 square yards of cement paving, 1,425 feet of sewer and 19,850 square feet of cement sidewalk. Four miles of gravel streets were graded and repaired.

Alpena has gone over the top in every war drive, and has raised by voluntary subscriptions over \$80,000 for a memorial auditorium and armory.

After nearly three years under the new plan, business men write;

"Commission-manager form of government is a great success here."

"It has been a big improvement and saving to the city."

Mr. Baumgardner is a civil engineer, and served two years as city manager at Albion, Michigan prior to his appointment at Alpena.

Community Recreation at Cadillac

CADILLAC. Population, 9,734. Commission-manager charter effective March, 1914. George Johnston, the third manager, was appointed January, 1918; salary \$2,200.

The general program of improvement entered upon when Cadillac adopted the manager plan has steadily developed. Last year the city constructed 23,000 square yards of brick pavement, 4,400 lineal feet curbs and gutters, and 3,600 feet of sewers. A reinforced concrete bridge was built over the canal connecting Lake Cadillac and Lake Mitchell and eight acres of park lands cleared on the north side of Lake Cadillac. A large tool shed for city equipment has been built.

All work is done by the city on the day labor plan, which has proved highly satisfactory.

Cadillac is enthusiastic over community recreation and the city provides skating rinks, conducts a boating club and otherwise looks after the "good times" of its citizens.

Mr. Johnston is forty-nine years old and was promoted to the city managership from the city clerk's office.

Six Years and "All's Well"

MANISTEE. Population, 9,690. Commission-manager charter effective May, 1914. P. H. Beauvais, the second manager, succeeded Charles Ruger May, 1918; salary, \$4,000.

The termination of the sixth year of commission-manager government in Manistee finds a satisfied community and perfect harmony among the officials and department heads. Modern paving equipment was purchased during the year and 81,000 square yards of paved streets resurfaced. Water mains were also extended and the budget increase was only 10 per cent over one year ago.

Manistee's first electrical ordinance has been passed and enforced and a modern building code is now being drafted. Great stress has been laid upon matters of health and welfare. The board of health has been reorgan-

ized and the salary of the health officer made sufficient to procure active service. A public health nurse has been provided for and the city has co-operated with the state in its war upon venereal diseases. During the recent influenza epidemic out of nearly one thousand cases there were no fatalities.

Mr. Beauvais is thirty-one years old and a civil engineer.

Better Financial Condition

ALBION. Population, 8,354. Commission-manager charter effective 1916. Walter E. Baumgardner, the third manager, was appointed May, 1918, and has recently resigned to accept the managership at Alpena, Michigan.

During the past year public improvements were hampered by post-war conditions. A new grade school was constructed, and a library is now being built.

The wage rate increased from 25 to 40 cents an hour for common labor, but in spite of this fact, the city is in better condition financially than it has been in years, and purchased \$10,000 of Liberty Bonds.

"Best Men" Willing to Serve City

ALMA. Population, 7,542. Commission-manager charter effective May 1, 1919. W. E. Reynolds, manager; salary \$4,500.

Mr. Reynolds reports that the new charter has so appealed to the citizens that the best business men in town have consented to serve on the commission. "Party politics are apparently forgotten and the feeling of all seems to be to push for Alma."

Within thirty days from the time the new plan became effective, the city was provided with a 5,000,000 gallon water supply. This meant the con-

necting up of fourteen wells, installation of three pumps, the purchase and placing of an engine connecting up the three motors and in general assembling and adjusting the various units making up the entire system.

This work was done with such rapidity and success that the manager was instructed to proceed with other improvements instead of letting the work by contract as had previously been the custom. In competition with a contractor the city forces saved \$600 per month and produced better sidewalks. Four blocks of paving were laid and sewers extended. A complete set of maps of the water and sewer system were drafted and \$80,000 worth of sewer work started.

After four months of operation, the new water works showed a saving of \$414 per month over the old system.

Public reading rooms, rest rooms and comfort stations have been provided.

The Detroit bureau of governmental research has been retained to install a complete cost and accounting system for the city.

Mr. Reynolds is thirty-six years old, a civil engineer, and experienced in public works.

People Are Behind Government

GRAND HAVEN. Population, 7,224. Manager plan provided by charter April, 1915. This charter has recently been amended to conform to the standard commission-manager type. I. R. Ellison, the second manager, was appointed April, 1916, and resigned January, 1920, to accept the appointment at Muskegon. Paul R. Taylor, the third manager was appointed in July, 1920; salary \$3,500.

The fire department and police department were combined under one head at a financial saving. Fire equipment has been motorized, and other

changes made so as to reduce insurance classification of the city from class 3½ to class 3. This saves approximately \$20,000 a year in insurance rates to the citizens.

A full time city nurse and a police matron have been employed, and a municipal hospital equipped.

The operating cost of the electric power plant was increased \$18,000 by war costs. In spite of this, the plant yielded a net profit of \$8,380 after allowing depreciation of \$8,614. Thus under normal conditions the plant would have earned over \$26,000, or a return of 20 per cent on the investment.

The water plant shows a net earning of \$667 after allowing \$4,533 for depreciation. The excess cost of operation approximates \$1,000.

Tax rates of Grand Haven are as follows:

1915-1916	\$10.67 per \$1,000
1916-1917	9.62 per \$1,000
1917-1918	9.42 per \$1,000
1918-1919	9.30 per \$1,000

Mayor W. H. Loutit writes:

"The city-manager plan of government in Grand Haven is working out very nicely. The amendments to our charter, which were proposed by the commission, have been passed by a large majority. This tends to show, I think, that the people are behind the city government."

Didn't Borrow for First Time in History

CRYSTAL FALLS. Population, 7,000. Commission-manager charter effective April, 1918. J. H. Sanders, manager; salary \$3,000. The manager sums up the events of the past year as follows:

A movement started by a few disgruntled politicians to recall the mayor in order to get the manager. Commission held special meeting to inform manager that the commission was back of him. Movement fell through, couldn't get signers.

Went through the year without borrowing any money in anticipation of taxes. First time in history of the city this was done.

Built 2,530 feet of good macadam road at an average width of 32 feet and at an average cost of \$1.00 per yard.

Installed 600 feet of 6-inch water main.

Filled or cut 4,730 feet x 6 feet wide for sidewalk grades.

Had property owners build 2,653 feet of sidewalk 5 feet 4 inches wide.

Built 1,576 feet of 8 inch sewer in Maple Grove at an average depth of 10 feet with three manholes and 1 flush tank.

Bought and paid for a $3\frac{1}{2}$ ton Packard truck.

Retired \$5,000 worth of bonds.

Business men in general approved work of administration stating that at last affairs of the city were handled in a business way.

Mr. Sanders is forty-five years old and served as superintendent of the water and light department at Crystal Falls prior to his appointment as city manager.

Twice as Much for the Money

PETOSKEY. Population, 5,064. Commission-manager charter effective April, 1916. J. Frank Quinn, the fourth manager, was appointed January, 1920. He holds the dual position of city manager and secretary of the chamber of commerce; combined salary \$5,000.

A recent letter from a prominent business man states: "We have had the city manager plan in effect in this city for the past four years and it has proved very effective and satisfactory. We believe that our city gets twice as much for its money as it did under the old system and we believe that if the matter should come up for vote regarding whether or not we should go back to the old system, 90 per cent of our citizens would vote for the present plan."

Regarding the combination of the offices, Mr. Quinn writes: "The combining of the offices of city manager

and chamber of commerce secretary permits of a salary more inviting than could be possible in either single position. This makes for wider choice in selection of executives. All too frequently, the writer believes, uncalled for and unreasonable friction exists between city officials and chamber of commerce bodies. In Petoskey this cannot be, as all city councilmen are chamber of commerce members, and four of the five councilmen, including the mayor are on the chamber directorate."

Mr. Quinn has had a successful business career and is experienced in the chamber of commerce secretaryship.

Almost Too Well Satisfied

ROYAL OAK. Population, 6,000. Commission-manager charter effective May, 1918. George E. Weitzel, the second manager, was appointed October, 1918; salary \$3,000.

Matters are going so much to the satisfaction of the citizens under the new plan that the recommendations of the council are approved with practically no opposition. As an example, a \$45,000 water works extension bond issue was passed May 3. Out of a possible 1,200 voters but 600 registered. Only eighty-three voted on this bond election and of this number but six were women.

Mr. Weitzel is fifty years old, a business executive, and served as superintendent of public works at Royal Oaks prior to his appointment.

Opposers Become Boosters

THREE RIVERS. Population, 5,200. Commission-manager charter effective April, 1918. O. O. Johnson, manager; salary \$1,800.

The best proof of the success of the manager plan at Three Rivers is to be

found in the fact that those who fought the plan the hardest at first have now become its "greatest boosters." The city does most of its own work and marked savings have been made.

Last year over a mile of 40 feet concrete paving was constructed, another mile is to be built this year, and petitions are on file for two miles more. Extensions and improvements of the water and light system are now made by the city instead of by contractors. To quote the manager: "This one point alone seems to have quite a soothing effect upon the general public."

Mr. Johnson is thirty-three years old. He is experienced in construction and operation of power plants.

Larger Commission Desirable

BIG RAPIDS. Population, 5,100. Commission-manager charter effective April, 1914. Dan H. Vincent, the fourth manager, was appointed May, 1917; salary \$1,200.

The public improvements made are of a permanent nature, while under the old form of government "it was a load of gravel here and there, and the next year the same thing over again."

The Big Rapids charter calls for but three members on the commission. The manager writes: "I am satisfied the form is all right but would rather see five men instead of three."

Mr. Vincent is fifty years old, had previous experience in public office before his appointment as city manager.

Village Run Like Successful Factory

BIRMINGHAM. Population, 3,694. Commission-manager charter effective April, 1918. Maurice Lowman, the second manager, was appointed March, 1919; salary \$3,600.

The manager reports:

The commission-manager form of government in Birmingham is a great success, in fact, I would venture to say if it were to come to a vote to-day there would be no opposition whatever.

It has put the work of the village on a complete business basis, such as a successful factory is operated on, with every department completely organized and run on co-operative plans, with all departments satisfied and doing their work well. The commission-manager form of government has entirely set aside all politics, favors and prejudices.

The amount of improvement for 1919 totals as much as was done in two years previous. Sanitary sewers, storm sewers, and pavements have been constructed.

Mr. Lowman is thirty-six years old, an engineer and superintendent of construction.

Commercial Club Endorsement

LAPEER. Population, \$4,500. Commission-manager charter effective May, 1919. Ray S. Blinn served as manager until November, 1919. His successor, Charles Hubbard, was appointed April, 1920; salary \$2,000.

Last summer the *Lapeer Commercial Club Chronicle* in a comment upon the manager plan states: "Lapeer has taken a new stride and is now one of the most enthusiastic of the smaller cities in promoting good government. Not only have the taxes not been raised but far-reaching improvements are under way that will put her in the class of the most progressive cities."

Mr. Blinn is forty-eight years old, a civil engineer, and served as city manager at Westerville, Ohio, from 1916 to 1917. Mr. Hubbard is experienced in the construction of public works.

Some "Kickers on Expense"

ST. JOHNS. Population, 4,035. Commission-manager charter effective August, 1918. Theodore H. Town-

send, the second manager, was appointed July, 1918; salary \$3,000.

Mr. Townsend writes that the new plan is popular with a large majority of the citizens. He advises that there are some "kickers on expense" who overlook the fact that the cost of labor and materials have doubled and that service has been increased.

Mr. Townsend was previous county school commissioner and served on the city commission before succeeding A. D. Smith as city manager.

Good Job of "House Cleaning"

OTSEGO. Population, 4,000. Commission-manager charter effective May, 1918. Gerard Alan Abbott, the second manager, was appointed March, 1919, and resigned December, 1919; salary \$3,000.

Among the achievements reported in the annual statement of the city manager are:

- Passage and enforcement of ordinance to provide pure milk;

- Removal of all signs, posters, bills, and other advertising matter from poles, posts and other city property;

- Establishment of official bulletin board for legal, fraternal, religious and other public announcements;

- Erection of artistic street signs and "silent policemen";

- Painting of bridges, pumping station and road fences;

- Cindering of streets;

- Provision of new rubbish cans at convenient corners;

- Increase of water supply by addition of six new wells.

Mr. Abbott previously served as village superintendent at Grosse Pointe Shores and manager at Birmingham, two Michigan villages. He resigned the Otsego position to accept the managership at Sanford, Florida. His successor has not been announced.

Commission City Adds Manager

EATON RAPIDS. Population, 3,000. Position of city superintendent created by ordinance October, 1913, changed to "city manager" March, 1918. O. S. Yager, the third appointee, took office March, 1918. He was succeeded March, 1920, by P. T. Mitchell; salary \$2,500.

Eaton Rapids' charter is of the standard commission type providing for a mayor and two commissioners. They have delegated their administrative duties to the city manager.

For the past two years the city has operated a privately owned water plant on a rental basis and in the words of Mr. Yager has made "some financial showing." Municipal ownership of the plant is now under discussion.

The fire equipment is being motorized.

After seven years of the manager plan, Eaton Rapids seems well satisfied.

Mr. Yager is thirty-eight years old, an electrical and mechanical engineer, and experienced in public utilities.

"No Passing the Buck"

PORTLAND. Population, 2,747. Commission-manager charter effective January, 1919. F. L. Jenkins manager; salary \$1,800.

A local newspaper in commenting upon the plan states: "The big thing about the first year's experience is that it has demonstrated that three men carefully chosen can administer municipal affairs more expeditiously and more wisely than the average village council of the past. There is 'no passing the buck.' In village government to-day every man knows what is expected of him from the members of the commission themselves to the lowest salaried employe. Even trivial

things are given personal attention exactly as would be necessary in private business."

During the year the city completed the construction of a concrete dam and liquidated part of the bonds floated to cover its cost. The balance in the water fund has been increased in spite of the fact that the water mains have been greatly extended and one hundred meters installed. The highway funds show a balance of \$600, and the streets, in the words of a local paper "were never in better condition than at present." The tax rate last year was 12½ mills. It is hoped that this may be reduced to 12 mills this year.

Mr. Jenkins is thirty years old, and trained in the managing of public utilities.

Water Rates Reduced One-Third

GROSSE POINTE SHORES. Population, 1,200. Village incorporated under commission-manager charter June, 1916. H. M. Kennedy, the second manager, was appointed April, 1918. His salary plus commissions for collecting taxes amounts to some \$4,200.

Grosse Pointe Shores is a wealthy residential suburb of Detroit and enjoys so many of the advantages usually found only in a very large city that there is little to work upon so far as

bettering the physical conditions of the village are concerned. Efficient operation has increased the profits of the water department and consequently the rates charged consumers have been reduced 33½ per cent.

Bonds to the amount of \$25,000 were issued for the purpose of constructing 253 feet of sea wall on the lake shore in front of the village hall, incidentally reclaiming some three acres of land from Lake St. Clair which will be used as a village park. Additional bathing houses have been constructed at the municipal bathing beach. Dental clinics have been established in the public schools.

The tax rate remains the same as heretofore and total expenditures for the year fall some 12 per cent below budget estimates and "every one seems to be entirely satisfied as to the form of government."

Mr. Kennedy is forty-one years old and a business executive.

PLYMOUTH. Population, 2,500. Commission-manager charter adopted December 17, 1917. Sidney D. Strong, former city engineer at Sault Ste. Marie, succeeded D. G. Brown as city manager June, 1920; salary \$3,000.

MARYSVILLE. A village manager charter is said to be in operation, with E. F. Clement, as manager.

CHANGES IN THE CITY MANAGER FIELD

Several changes have taken place in the city manager field since the publication of the tabulated data in the April, 1920, NATIONAL MUNICIPAL REVIEW. Such additions and alterations as have come to the attention of the City Managers' Association are here presented.

The total number of towns and cities operating under or pledged to some variety of the manager plan in this

country, now stands at 180 with 4 additional towns in Canada. Of the 180, 115 have standard commission-manager charters; 9 have adopted a modified manager plan by charter; and 56 others are in this "near-manager" class, having passed ordinances creating the office of manager, or so designating some position already existing. Including the promotions mentioned below, there have been thirty-four

cases of transfer of managers from one city to another.

ADDITIONS

The five additions to the list are Plymouth, Michigan; West Liberty, Iowa; Chadron, Nebraska; and Duncan and Erick, Oklahoma.

Plymouth is a village suburb of Detroit, and adopted a commission-manager charter in December, 1917. Sidney D. Strong has just been appointed the second village manager, succeeding D. Gilbert Brown; salary \$3,000.

West Liberty, Iowa, has taken advantage of the state law and provided for the position of manager by ordinance. C. J. Mackey is manager. The population is about 1,800.

Chadron, Nebraska, population 5,000, created the position of manager by ordinance in April, 1920, and appointed as manager, J. H. Rayburn at a salary of \$5,000. Mr. Rayburn previously served as secretary of the chamber of commerce at Scottsbluff, Nebraska.

Duncan, Oklahoma, with a population of some 3,000 has adopted a commission-manager charter, which places the salary of city manager at a minimum of \$3,000. No appointment has yet been announced.

Erick, Oklahoma, has employed as manager, J. A. Richardson, who previously served for some six years as city clerk.

Staunton, Virginia, has advanced from the ordinance class to the commission-manager plan by virtue of an election held in May. Twelve years with a general manager appointed by the old bicameral council, proved the value of the former and the cumbersome of the latter branch of government.

SUBTRACTIONS

San Anselmo, California, may temporarily be dropped from the list, as the position of manager is now vacant, and the present council is opposed to the manager plan, as previously in force under ordinance provisions.

Tarboro, North Carolina, has discontinued its "near-manager" plan; in fact, the experiment was given up in January, 1919.

Salinas, California, should be transferred to the tentative list as its new charter provides that the commission may appoint a manager if it so desires, but does not make such a position obligatory.

Two other charters recently adopted are in this same hybrid group, namely, Ponca City, Oklahoma and Wichita Falls, Texas.